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ABSTRACT

Results of a study of the postsecondary educational needs of the U.S. territories (U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Trust Territory of the Pacific Islands) are presented. They are geographically, demographically, culturally, economically, and politically unique in the American system. The territories currently attempt to meet postsecondary education needs through a combination of territorial colleges, regional cooperative efforts, and mainland colleges. The federal government provides basic financial assistance to students and supplemental grants to territorial governments and colleges. Because of the unique needs of the territories and their very limited resources, programs designed for the states cannot adequately address the postsecondary needs of the territories. It is recommended that to be responsive, federal policy must be tailored to territorial needs. Federal policy options and recommendations of territorial officials are discussed. An appendix (more than half of the document, and containing its own table of contents and glossary) provides additional information on the context of and need for postsecondary education in the territories, goals for postsecondary education, and federal assistance, as well as complete descriptions of each territorial institution. (SW)

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POSTSECONDARY EDUCATION IN THE U.S. TERRITORIES

May 1982

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GLOSSARY

ABE	Adult Basic Education
AS	American Samoa
ASCC	American Samoa Community College
BEOG	Basic Educational Opportunity Grant
CCM	Community College of Micronesia
CNMI	Commonwealth of Northern Mariana Islands
COM	College of Micronesia
CVI	College of the Virgin Islands
DOE	Department of Education (territorial)
DOI	Department of Interior
ED	U.S. Department of Education (federal)
ESL	English as a Second Language
FIPSE	Fund for the Improvement of Postsecondary Education
FSM	Federated States of Micronesia
FT	Full-Time
GCC	Guam Community College
GSL	Guaranteed Student Loans
IA	Insular Areas
NDSL	National Defense/Direct Student Loans
NMCC	Northern Mariana Community College
MOC	Micronesian Occupational College
PPEC	Pacific Postsecondary Education Council
PSE	Postsecondary Education
PT	Part-Time
RFP	Request For Proposal
SSIG	State Student Incentive Grants
T/TA	Training and Technical Assistance
TTTAP	Territorial Teacher Training Assistance Programs
TTPI	Trust Territory of Pacific Islands
USVI	U.S. Virgin Islands
UoG	University of Guam
VCIP	Veterans' Cost of Instruction Program
WASC	Western Association of Schools and Colleges

PREFACE

This report presents the findings of a short-term study of postsecondary education in the U.S. Territories conducted by Urban Systems Research & Engineering.

The study was mandated by Section 1204(b) of the Higher Education Act of 1980. It was conducted under the auspices of the Assistant Secretary for Postsecondary Education, U.S. Department of Education. Sal Corrallo (ASPE) and Steve Thom (Asian-Pacific American Concerns) served as project officers and provided full support to the project staff throughout the course of the study. Leo Pasckiewicz and Shelly Laverty (both of ASPE) and Richard Hendrix (Fund for the Improvement of Postsecondary Education) joined the project officers in providing quick and competent technical review of all study products. Due to time constraints, special demands were placed on all of them, and we greatly appreciate their commitment and support.

Aside from the USR&E project staff and the ED work group, the major contributors to the study were the many federal and territorial government officials and staff, the territorial college officials and students, and the private citizens of the islands who shared volumes of information, perspectives, and assessments with us during the course of the study. The severe time and resource constraints placed on the study required us to rely heavily on the cooperation and effort of many people who went out of their way to help us in what they considered an impossible task. These contributors number in the hundreds. All are worthy of a special note of gratitude, but a general word of thanks will have to suffice. We could not possibly have conducted this study without their help.

We are particularly indebted to our liaisons and their colleagues in each of the territories, all of whom arranged our visits and demanding schedules, collected reports and raw data, and generously gave us whatever time and assistance we needed to understand their own unique postsecondary education environments. These include: Dr. Arthur Richards, Dr. Orville Kean, and Jim Ready, (College of the Virgin Islands); Dr. Rosa Carter, Dr. Dirk Ballendorf (University of Guam); Dr. John Salas (Guam Community College); Dr. Saeu Scanlon and Dr. Gene Brophy (American Samoa Community College); Kit Porter, Jean Olepai and Donna Villagomez (Northern Marianas Community College); Rev. Billy Kuartei and Loren Peterson (College of Micronesia); Resio Moses (Community College of Micronesia); and Alan Kohan and Francis Matsutaro (Micronesian Occupational College). We are also grateful to the Pacific Postsecondary Education Council for allowing us to observe two of their meetings, despite their initial skepticism. The Council's openness and cooperation was a tremendous aid to our understanding of postsecondary education in the Pacific territories.

Bill Kinder of the Academy for Educational Development merits a very special note of appreciation. Without hesitation, reservation, or compensation, he shared with us his wealth of expertise with the problems of developing postsecondary institutions in general and his invaluable experience with the Pacific colleges in particular. Although his knowledge and experience provided him with ample basis for his own conclusions, he understood and respected our role as independent investigators, and allowed us to draw our own conclusions -- even when he disagreed. He spent countless hours with us, in person and on the telephone, throughout the course of the study. He helped us immeasurably.

All phases of the study were conducted, and all products and reports prepared, solely by USR&E staff. Denise Madigan, Jenifer Drew, Tana Pesso, and Mark Worthington all contributed six months of their lives to the effort -- days, nights, and weekends. Barbara Mawn and Linda Watson served as project secretaries, supported during crunch times by Debbie Ryba and Susan Vazakas; their hard work, professional competence, tolerance, and good humor are greatly appreciated. Tana Pesso was the project manager. Mark Worthington was project director. Responsibility for any remaining omissions, mistakes, or weaknesses rests with them.

It is a rare opportunity to conduct seminal research in an important area of public policy. It is rarer still to submit a report that may occasion immediate policy action. As the reader will soon note, this study has just scratched the surface, and further research is warranted. Nevertheless, some clear directions for change are quite evident. We earnestly hope that this report will help improve federal policy toward postsecondary education policy in the U.S. Territories.

Mark Worthington
Tana Pesso

May 1982

EXECUTIVE SUMMARY

The 1980 Amendments to the Higher Education Act gave the Secretary of Education broad authority to modify federal higher education programs in order to meet the needs of the U.S. territories. The 1980 Amendments also required the Secretary to "conduct an analysis of the unique education needs" of the territories and "report to the Congress on the results of such analysis."

In October 1981 the Department of Education asked Urban Systems Research & Engineering to conduct the required study. The study relied heavily on the limited available data and on extensive interviews with knowledgeable persons in the federal government and the territories. This report presents the findings of USR&E's brief but intensive study.

Introduction to the U.S. Territories

The five Insular Areas of the United States -- the U.S. Virgin Islands (USVI), Guam, American Samoa (AS), the Commonwealth of the Northern Mariana Islands (CNMI), and the Trust Territory of the Pacific Islands (TTPI) -- are unique in the American family.

- The territories are a collection of small islands acquired by the U.S. over the past century.
- The territories are geographically remote from the U.S. They are small islands spread out over vast expanses of the Pacific and the Caribbean.
- The total population is small (less than 400,000) and mostly concentrated on a few main islands, though significant numbers are dispersed among "outer islands."
- The populations are younger and increasing more rapidly than in the U.S.
- The cultures are diverse but tend to be less individualistic, competitive, and aggressive than the U.S. English is usually a second language.

- Each territory has a slightly different political relationship with the U.S. But all are highly dependent on federal assistance.

Despite their common characteristics in contrast to the states, the territories are all distinctly different from each other. The uninitiated reader should be wary of generalizations necessarily abstracted for a summary report.

Postsecondary Education in the U.S. Territories

The territories are geographically, demographically, culturally, economically, and politically unique in the American system. And each of those differences has implications for the need for and provision of postsecondary education. Most importantly:

- The school-age population is rising rapidly -- not declining as in the states -- and is a higher proportion of the total population. Thus, the demand for postsecondary education is increasing for demographic reasons.

- The general education level is much lower than in the states. Thus, basic needs are greater, and postsecondary education must begin with substantial remediation. Also, there is an increasing demand for adult basic education from those who never went to high school.

- The economies are just developing. There is a wide range of unmet manpower needs, particularly vocational and technical. The territories need basic vocational skills (like carpenters, plumbers, and mechanics) that are taken for granted in the states. They also need mid-level accounting and management skills. In many cases current positions are filled by mainland Americans or aliens, who the territories want to replace with indigenous workers. In other cases positions are filled by underskilled islanders who need in-service training.

- The governments are just developing. The dramatic increase in government employment over the last 20 years has left territorial governments with the same dilemma: For too many positions the choice is between higher-priced outsiders and underskilled locals. There is a critical need for teacher training, in particular, and upgrading the skills of government employees in general.

- The postsecondary institutions are just developing. All are relatively young and most have existed for ten years or less. They need improvement across the board: administration, instruction, facilities. Moreover, there are no alternatives a few miles away. The alternatives are far away and costly to attend. The territories need on-island postsecondary education, and the territorial colleges still need help to develop.

- Almost all postsecondary education costs are higher in the territories because of their remoteness. Compared to the states, it is more costly to send students to mainland colleges and it is more costly to provide postsecondary education on the islands.

- The territories have severely limited resources. Their economies are less developed. Their people are poor. Their governments are heavily dependent on federal assistance to meet even their most basic needs.

The territories are unique. And their starkly different circumstances have a direct effect on their needs for postsecondary education.

The territories currently attempt to meet their postsecondary education needs through a combination of territorial colleges, regional cooperative efforts, and mainland colleges.

Territorial Colleges. There is at least one college in each territory. The range of on-island opportunities varies, but all have at least some general education, career, and liberal arts programs and some adult and community education.

- Two territories have four-year institutions. The University of Guam (UoG) and the College of the Virgin Islands (CVI) each offer a number of associates and bachelors degrees and some graduate programs as well.

- Four territories have two-year colleges. The American Samoa Community College (ASCC), the Guam Community College (GCC), the Community College of Micronesia (CCM) on Ponape, the Micronesian Occupational College (MOC) in Palau and the Northern Marianas Community College (NMCC) on Saipan, all offer certificates and associates degrees. ASCC and CCM also offer transfer programs.

The institutions are all young and relatively small by mainland standards. Their programs, faculties, and facilities vary. Tuition is generally low. Data on degrees awarded and placements made are generally unavailable.

Territorial colleges offer a number of advantages for territorial students.

- They offer postsecondary education on-island.
- They generally offer flexible programs to meet territorial needs.
- Some offer extensive remediation.
- Some offer good preparation for transfer to mainland colleges.

They also have their share of problems:

- Most are financially unstable or insecure.
- Students are generally unprepared for college level work; so the colleges must either spend a lot on remediation or else lower academic standards -- or both.
- Most have inexperienced administrators, unqualified faculty, and inadequate facilities.
- Most do not adequately meet one of the territories' most pressing needs for postsecondary education -- vocational and technical.
- Most draw their students from relatively small populations and have difficulty competing with mainland colleges for territorial students.

On balance, given their difficult cirumstances the territorial colleges are generally doing fairly well with the resources they have. But their resources are severely limited.

Regional Cooperation. In both the Pacific and the Caribbean, territorial colleges have begun to broaden their perspectives and to direct some of their efforts outside the bounds of their own islands. In particular, the Pacific Postsecondary Education Council (PPEC), a two-year-old forum of the chief executives and board chairmen of all six Pacific colleges, is attempting to coordinate and expand the opportunities available to territorial students in that region.

Although its objectives are still somewhat vague, the PPEC seems to be focusing its efforts in several areas.

- Pacific Center, the development of a regional research center on Guam to serve the needs of all Micronesia.

- "Campus of the Pacific," a concept of coordinated and perhaps integrated curriculum development and articulation agreements.
- Federal programs, and common concerns about federal responsiveness to territorial needs.

In some respects, the Council has been slow to get moving; but nonetheless it has made real and important progress.

- The PPEC is a formal and functioning organization which can probably raise funds to support its own activities.
- Territorial college officials are now communicating regularly.
- College officials are working together to deal with common problems and opportunities and to develop cooperative programs.

But most of the easy progress has been achieved, and there are still many obstacles to overcome.

- Each college puts its own interests first.
- Severe communications problems deter greater coordination.
- Most PPEC initiatives remain vague in concept and limited in practice.
- The Council has little recognition and no authority.

The Council has made important progress in the last two years, and it has great potential to effect improvements in territorial postsecondary education. But the Council still has a long way to go in reaching its objectives. Despite the obstacles, regional efforts are likely to continue. The pace of progress, however, is likely to depend on federal support for territorial initiatives.

Mainland Colleges. It is common belief that most territorial students go to mainland institutions, but there is little information to describe the colleges, the students, or their experiences. Territorial students seem to prefer mainland schools for a variety of reasons: to get a better education, to get specialized training, to get higher status, to see the world. They attend a wide range of colleges, with some clustering in Hawaii, the West Coast, and the East Coast. Direct costs to the student are higher than for territorial colleges, and it is commonly believed that most students get federal financial aid in order to attend.

Mainland colleges have a number of important advantages for the territories and territorial students.

- Mainland colleges offer a tremendous variety of programs which are not available in the territories.
- Mainland colleges can give better territorial students the challenge they need.
- Territorial students benefit from their exposure to American culture, society, and government; many become acculturated with American values and customs.

But mainland postsecondary education presents a number of problems as well.

- Mainland institutions generally do not offer the kind of orientation, remediation, and counselling territorial students need.
- Many territorial students drop out of mainland colleges due to inadequate preparation or culture shock.
- Many territorial students do not return to the territories.
- Others return but cannot find jobs or suffer "reverse culture shock" and become alienated.
- Many territorial students do not obtain training relevant to territorial economic opportunities.
- Some students go to college in the mainland just to "get off the rock."
- Mainland colleges draw students and resources needed for the developing territorial colleges.

On balance, postsecondary education opportunities in the mainland seem to be fairly good for the better-prepared territorial students, but they pose some serious problems for the economic and social development of the territories.

The Federal Role in Territorial Postsecondary Education

Federal postsecondary education policy toward the territories is essentially the same as it is for the states: basic financial assistance for needy students and supplemental grants to territorial governments and colleges.

Financial Assistance to Territorial Students. Territorial students are eligible for six major financial aid programs, including three direct grant programs, two loan programs, and a work/study program. The Basic Education Opportunity Grant (BEOG) program, an entitlement providing up to $1750 per year for low-income students attending an accredited college, is by far the largest and most important for territorial students. Like most other federal education programs, all of the student aid programs are slated for some reductions.

The federal student assistance programs provide critical resources for territorial postsecondary education.

- Financial aid has made it possible for most territorial students to go to college.
- Student aid has made possible a substantial increase in trained manpower for the territories.
- Student aid has been an important revenue source for some territorial colleges.
- The work/study program provides many students with valuable work experience.
- Federal aid gives students the freedom to choose where and what to study.

Despite these undisputed benefits, however, federal student aid has also created some serious problems for the territories.

- Many students are not adequately prepared for college, and therefore end up wasting resources.
- Federal aid allows many students to receive training irrelevant to the needs of the territories.
- Federal assistance allows many students to go to the mainland and not return; the territories lose trained manpower.
- Many students default on loans.
- Student aid programs tend to facilitate enrollment in mainland colleges and thereby drain students and dollars from developing territorial colleges.

Thus, like mainland colleges, federal student aid is a mixed blessing for the territories, providing many important benefits but creating some distressing problems as well.

Grants to Territorial Colleges and Governments. Territorial postsecondary education is also aided by a wide variety of federal programs for governments and institutions. The Department of Education offers more than 50 programs for which the territories are eligible; however, most territories participate in fewer than 20 of these programs. The most important of these are Title III grants for developing institutions and a special program for territorial teacher training. Like the student aid programs, these too are slated for cutbacks.

Federal grants account for a small proportion of territorial postsecondary education budgets, but they have nonetheless provided much needed and appreciated assistance to territorial governments and colleges.

- Federal grants have helped the territories meet some important needs.
- Federal program requirements have sometimes forced the territories to collect needed data and plan better programs.
- Federal program restrictions have sometimes protected postsecondary programs from local politics.

Nevertheless, territorial officials believe there is much room for improvement.

- Federal grants do not fit the fundamental development needs of territorial colleges.
- Federal matching requirements sometimes discourage territorial participation.
- Federal regulations and procedures are sometimes inappropriate.
- Federal support activities -- particularly training and technical assistance -- are inadequate.
- Territorial colleges are often at a competitive disadvantage for discretionary grants; therefore they do not receive their "fair share" of federal aid.

In sum, the territories benefit from the federal programs in which they participate, but they experience a number of problems because federal programs are not designed to fit their needs.

The Context for Changing Federal Policy

This study presents some important findings about postsecondary education in the U.S. territories. These findings provide a useful context for framing and evaluating choices about the appropriate changes in federal policy.

- The rapid economic and political changes have generated a dramatic increase in the need and demand for postsecondary education in the territories. The territories now have the full range of postsecondary education needs: professional, managerial, technical, vocational, and general higher education.

- The territories are geographically, demographically, culturally, economically, and politically unique in the American system. And each of those differences has implications for the need for and provision of postsecondary education.

- The territories need a mix of on-island and off-island opportunities for postsecondary education. Territorial colleges are generally doing fairly well with the resources they have, but they are young and still developing. On-island opportunities could definitely be improved.

- The territories have severely limited resources. As for most of their basic needs, the territories are heavily dependent on federal assistance to support postsecondary education.

- Regional cooperation holds a great deal of promise for expanding and improving postsecondary education opportunities for territorial students. But again, federal support is probably needed to help overcome some inherent obstacles.

- Federal programs are responsible, directly or indirectly, for much of the accomplishments and problems in territorial postsecondary education. Federal programs meet some needs and ignore others. They also create some irritating problems.

- Federal programs are designed for the states, not the territories.

The territories are unique. Their current needs are greater. Their resources are more limited. Programs designed for the states cannot adequately address the postsecondary education needs of the territories. To be responsive, federal policy must be tailored to territorial needs.

The U.S. has a special relationship with the territories, and many would argue, a special obligation to help them move toward self-sufficiency and self-reliance. Federal support for postsecondary education may be one of the most direct routes to economic independence for the territories. Meeting territorial needs does not necessarily mean more money. But it does mean changing current policy.

There is a broad range of federal policy options for assisting the territories. Some changes could be implemented by administrative action and some by modifications in regulations with current law. Other changes would clearly require legislation.

Section 1204 of the Higher Education Act gives the Secretary broad authority to modify current programs to meet the needs of the territories. It also asks the Secretary to make recommendations to the Congress regarding any changes necessary to redirect federal policy to meet the unique needs of the Insular Areas. The findings of this study suggest that there is ample opportunity for the Department and the Congress to improve federal postsecondary education policy for the territories.

Recommendations of Territorial Officials

After discussions with scores of educators, government officials, and private citizens, the USR&E study team has synthesized the most important "consensus" recommendations of territorial officials.

- The first preference of an overwhelming majority is for a higher education block grant. With more flexibility they felt they could target federal assistance on their most pressing needs. (This change would require Congressional action.)

- If they cannot have block grants, they prefer a separate consolidation for higher education programs, including discretionary grants through a territorial set-aside. (This change could be made by the Secretary within current law.)

- With few exceptions, territorial officials think they need more money to meet their postsecondary education needs. (Additional funding could be reallocated within current law.)

- Territorial officials were split on a proposal to place some restrictions on the use of Pell grants. Some felt that channeling ill-prepared students through local colleges for remediation and perhaps a year or two of college-level work would benefit all concerned. Others preferred not to restrict student choice. (Any change would probably require Congressional action.)

There is a broad consensus among territorial officials that federal programs have contributed substantially to postsecondary education in the territories. But territorial officials are unanimous in their belief that federal policy must undergo at least some changes if it is to adequately address the unique education needs of the territories.

POSTSECONDARY EDUCATION IN THE U.S. TERRITORIES

POSTSECONDARY EDUCATION IN THE U.S. TERRITORIES

During the past twenty years the island territories of the United States have experienced rapid and dramatic economic, social, and political change. Broader and better education has been a vital element of these changes, and postsecondary education, in particular, is essential to the achievement of territorial goals for continued growth and development.

The territories have a broad range of postsecondary education needs created by their expanding governments and economies. Compared to the states, the needs of the territories are weighted more heavily toward remedial, vocational, technical, and in-service training; but their needs also extend to all other types of postsecondary education. They need doctors and lawyers, accountants and teachers, plumbers and mechanics. Because of their greater rate of population growth, their proportionately larger school-age population, their lower level of education, and their less advanced state of economic development, the current postsecondary education needs of the territories are greater than those of the states. And because of their smaller size and geographical remoteness, their postsecondary education costs are higher than the states. But unlike the states, territorial colleges are still developing and territorial resources are quite limited. Several of the territories have difficulty meeting even the most basic postsecondary education needs. In the words of one beleaguered college administrator: "We're doing the best we can with what we've got. But we ain't got much."

Most of what they do have has come from federal assistance. Federal aid has contributed significantly to past and present progress in postsecondary education. In fact, it is fair to say that postsecondary education in the territories would not survive without federal assistance. Yet federal programs do not meet the postsecondary education needs of the territories. Federal programs are designed to be supplemental. Territorial needs are basic. Federal programs are designed for the states. The territories are different. Their needs are different; their resources are different; their relationship with the U.S. is different. The United States has a special relationship with the territories, and some would argue, a special obligation to help them move from their current status of dependence to one of self-sufficiency and self-reliance. Many view revised and expanded federal support for postsecondary education in the territories as one of the most direct routes to economic independence.

In the last few years Congress has become increasingly cognizant of the unique needs and circumstances of the territories and has taken a number of steps to make federal grants more responsive to the U.S. territories. In 1977, Title V of the Omnibus Territories Act (P.L. 95-134) authorized federal agencies to consolidate federal grants for the territories. In 1980, the Omnibus Territories Act was amended to waive most financial matching requirements for the smaller territories. In addition, legislation affecting several federal agencies has included provisions that permit those agencies to waive or alter program regulations considered inappropriate or unnecessarily burdensome to the territories. In all these actions Congress has attempted to accommodate the unusual circumstances in the territories, to remove financial barriers to territorial participation in federal programs, and to give the territories a greater role in setting resource and program priorities.

The 1980 amendments to the Higher Education Act include a provision to make federal programs more responsive to the unique postsecondary education needs of the territories. Section 1204(a) of the Higher Education Act authorizes the Department "to provide such modifications of any programs under this Act as the Secretary deems necessary in order to adapt such programs to the needs" of the Insular Areas. These modifications could include, in addition to the intraterritorial grant consolidation authorized by P.L. 95-134, review and revision of relevant program regulations and regional or interterritorial grant consolidation. Section 1204(b) required the Department to "conduct an analysis of the unique educational needs" of the Insular Areas and "report to the Congress on the results of such analysis."

Section 1204(b) portrays a fairly broad scope for the study of postsecondary education in the territories. There are three primary objectives to the study:

- to draw an overview of postsecondary education in the territories -- needs, goals, programs, results;
- to describe and assess the role of federal assistance for postsecondary education in the territories; and
- to develop recommendations on how to improve federal efforts, particularly with regard to the modifications authorized in Section 1204(a) of the Higher Education Act.

Ultimately, the purpose of the study is to aid the Department and the Congress in their efforts to improve the appropriateness and effectiveness of federal assistance to postsecondary education in the territories.

In October 1981 the Department of Education contracted with Urban Systems Research & Engineering to conduct a six-month study of postsecondary education in the territories. The study was based on review of existing data on postsecondary education for the territories and on extensive interviews with knowledgeable persons in the federal government and the territories. The study team interviewed more than 30 federal officials to learn the federal perspective on postsecondary education programs for the territories. In addition, the study team visited each of the territories and interviewed approximately 250 students, college officials, members of the business community, and representatives of the government. Territorial postsecondary institutions assisted by collecting information on their enrollments, finances, and other subjects. Territorial officials also reviewed the study findings and made recommendations for changing federal policy.

This report presents the findings of USR&E's brief, but intensive, study.

The report is divided into six chapters. The first chapter presents an Introduction to the U.S. Territories and provides a context for consideration of their need for postsecondary education.

The second chapter, Postsecondary Education in the Territories, presents a description and assessment of postsecondary education in the territories. It begins with a description of the unique needs and conditions affecting postsecondary education in the territories. The second section describes and assesses postsecondary education opportunities in the territories. The third section discusses territorial efforts at regional cooperation. And the fourth section describes and assesses postsecondary education opportunities for territorial students in the mainland.

The third chapter of the report, The Federal Role in Territorial Postsecondary Education, describes and assesses federal postsecondary education programs. The first section discusses federal student financial assistance programs. The second section discusses federal postsecondary education grants to territorial governments and institutions.

Chapter Four presents a Summary of the Major Findings of the study and provides a context for making policy decisions about the future of federal postsecondary education programs for the U.S. territories.

Chapter Five outlines and briefly discusses Federal Policy Options for addressing some of the unique needs and circumstances in the territories.

Finally, the sixth chapter presents a summary of the consensus Recommendations of Territorial Officials.

A detailed Appendix to the report provides elaboration on most aspects of the findings, including detailed descriptions of each of the territorial postsecondary institutions.

Chapter 1

AN INTRODUCTION TO THE U.S. TERRITORIES

The five Insular Areas of the United States -- the Virgin Islands (USVI), Guam, American Samoa (AS), the Commonwealth of the Northern Mariana Islands (CNMI), and the Trust Territory of the Pacific Islands (TTPI) -- differ from each other in almost as many ways as they differ as a group from the states. But they share one common characteristic that supercedes all others: They are territories, not states; and though they are part of the American political family, they do not have all the same rights, responsibilities, and privileges as states.

It is difficult to define precisely what a territory is, since the terms of the political relationship vary in each case. There are several common characteristics: limited participation in the U.S. democratic system, receipt of special financial support for the purposes of general government operations, supervision under the purview of the Interior Department, and exemption from federal taxes. Beyond those characteristics, however, the political status of the territories varies. Some are "incorporated," some are not. Some have organic governments, some do not. The residents of some territories are U.S. citizens; in others, residents are U.S. nationals; in others they are aliens. Each territory has a different combination; and each combination affects political relations in a different way.

The territories became associated with the United States through different means and at different times. Three of the territories (USVI, Guam, and AS) were purchased or ceded around the turn of century. The CNMI and TTPI (which were initially one territory) were acquired in 1947 as the result of a Trusteeship Agreement with the United Nations. Until recently our relationship with the territories has been similar to traditional colonial arrangements. The territories were administered directly by the federal government through "high commissioners" which were appointed by the president.

One by one, beginning with Guam in 1968, the territories have adopted constitutions and established elected governments. The TTPI, which is about to split into three political entities with greater indepedence than the other territories, is the last one to make this change. The Trust Territory is still in transition with a high commissioner nominally in charge, but with elected governments functioning in each of the three new entities. Each of the territories function internally much like states, with governors, legislatures, and parallel political and administrative structures.

Most Americans do not know where the territories are located, which may not be surprising given their size and remoteness. The closest territory, the USVI, is in the Caribbean, roughly 1100 miles southeast of Florida. The remaining four territories are all located in the Pacific. American Samoa is in the South Pacific near Fiji, much closer to Australia than California. The remaining Pacific territories constitute Micronesia; they are spread out over 2 1/2 million square miles of the West Pacific. The Marshall Islands are about 2,000 miles west of Hawaii. Guam and the CNMI are another 2,000 miles west, about 5,500 miles from Los Angeles -- much closer to Asian Pacific countries, such as Japan, Indonesia, and the Phillipines, than to the continental U.S. The Palau Islands are the farthest away from continental U.S. -- about 6,000 miles away, just a few hundred miles from the Phillipines. Thus, many of these islands are almost half way around the world from Washington, D.C.

With the single exception of Guam, the territories are each composed of multiple islands. Although there are a great number of islands, they are all very small. Guam is the largest with 212 square miles. Their combined total land mass, about 1100 square miles, is about the size of the state of Rhode Island. Despite the large number of islands, only a hundred or so are inhabited, and most of the population is concentrated on a few islands -- on St. Thomas and St. Croix in the USVI, on Guam, on Saipan in the CNMI, and on Tutuila in AS. As is often the case, the TTPI is the exception to the rule with about 90 inhabited islands spread out over an expanse of the Pacific equal to the size of the continental U.S.

Smallness characterizes the territories not only in their physical size, but also their populations. The combined population of the territories is about 370,000, the size of a small mainland city. But this population is divided among five territories. The TTPI is the most populated territory with about 120,000 people. Guam and the Virgin Islands each have approximately 100,000 people. American Samoa has about 30,000. And the CNMI is the smallest with about 15,000 people. It is useful to remember that the territories, which function as separate individual political units, each have populations that equal the size of large mainland towns or small cities.

The pattern of differences from the mainland continues with regard to the territories' demographic characteristics. The most notable feature of the territories' population is that it is very young. In Guam, for example, 40% of the population is under the age of 14, compared with only 23% in mainland America. Another key characteristic is that the territories' populations are growing at a much faster rate than the U.S., and they expect the growth rate to continue. By contrast, the U.S. is experiencing a declining growth rate. An obvious, though important, point to note is that the ethnic compositions of the territories are radically different than in the U.S. The USVI is about half West Indian; the remainder is mostly "continental" (U.S. or European). American Samoa is almost all Polynesian. The other three territories are primarily Micronesian, although about 20% of the population in Guam is from the mainland. All of the territories are experiencing a small but growing influx of other ethnic groups from surrounding areas, such as Korea and the Phillipines in Guam. For the purposes of this report one of the most telling demographic characteristics is the general education level. The territorial populations are generally far less educated than the mainland population. In the CNMI, for example, less than 20% of the population hold high school diplomas, compared with more than 50% for the U.S. population.

The area in which the territories display the greatest difference from the U.S., as well as the greatest variations from each other, is culture. Each territory has uniquely different cultures, societies, and traditions. Due to its proximity to the U.S. and the large mainland population there, the USVI is the most similar to the U.S. in its culture. It has a West Indian heritage, but the general flavor is of modern Western society. The cultures of the Pacific territories differ considerably among themselves -- being Carolinian or Chamorro in Guam and CNMI, Samoan in AS, and at least nine different Micronesian cultures within the TTPI. Despite the differences, however, they all share a few notable common characteristics, such as extended families, reliance on sharing and reciprocity, status and authority according to tribe, caste, or family rank, and present orientation (many languages lack words and concepts for "goal" or "planning). The island cultures also tend to be less individualistic and competitive than U.S. culture.

An overarching theme in all of these diverse cultures is change -- change as a result of their exposure to modern Western culture and to the American systems of government and free enterprise. This change has come about quickly, in the last two decades, and the territories are all in varying stages of transition, trying to balance the old and the new. In some cases the transition is occurring relatively smoothly, but in others the disruptive forces lead to unfortunate results -- expectations that exceed their economic capabilities and more distressing signs of social malaise such as alcoholism, violence, and suicide.

Although the U.S. style of democratic government is still quite new to the territories, their governments are very large in proportion to their populations. As noted, the territories have had elected governments only for the past decade or so, but they have had large government bureaucracies since the 1960's when the U.S. government began to extend the full assortment of federal grants to the territories.

The territories gained tremendously through their participation in federal programs, but there were several unfortunate side effects of the sudden expansion of territorial governments. First, government positions were filled by available local manpower who, in many cases, lacked the education, training, and experience needed for the jobs. The result: Territorial governments are notorious for their inefficiency and poor management. Second, the governments expanded faster than local customs and traditions changed. Thus, family, class, and tribal politics were incorporated into government structures and practices. Extremely "political" governments are the rule, not the exception, in the territories. Who you know is too often more important that what you know. Third, government jobs with their relatively high salaries and power became symbols of social and economic status. This has made an indelible impression on local attitudes about work: Local people aspire to jobs in the government over semi-skilled, skilled, or even professional jobs in the private sector.

But the most disturbing consequence of U.S. government's largesse is that it has permanently raised the territories' expectations about the type and level of government services they should receive. Without doubt, they need most of the programs that have been extended to them. The problem is that they are almost entirely dependent upon the U.S. government to finance these programs, and without a significant (and unlikely) expansion of their economies they will probably be dependent upon U.S. beneficence for the foreseeable future. To graphically illustrate this point, federal categorical and general revenue grants account for about 80% of the government budgets in the smaller territories. And even in the larger more developed territories, Guam and the USVI, federal revenues account for about half the budgets. Moreover, it should be noted that even the "local" revenues are mostly federal income taxes which are returned directly to the territories.

It is hard to describe just how different the economies of the territories are from the U.S. economy. Territorial economies are much more like the economies of young developing countries. With the exception of the Virgin Islands, prior to the U.S. presence the territories were largely agricultural, non-cash economies. The economies (like the local governments) were stimulated suddenly starting in the 1960's with the influx of U.S. dollars. It is primarily the introduction and circulation of U.S. dollars that has fueled and will continue to fuel these economies.

But even with this support and stimulus, their economies are very weak and narrowly based on a few sectors, such as tourism. The USVI and Guam have the most developed economies, with healthy tourist industries and some manufacturing and commerce. The CNMI also has a growing tourist industry, and American Samoa has begun to expand its private sector. The islands of the TTPI have the least developed economies. All of the territories are struggling to develop, but their prospects for growth are somewhat limited. The USVI, Guam, and the CNMI have the greatest prospects, the others much less. Other than their tropical settings, the territories generally lack natural resources to exploit. Thus, the people of the territories are generally poor. In Guam, which has one of the most developed economies, the average per capita income in 1979 was about $4,200 -- less than half the U.S. average for that year.

As is quite evident, the territories do not have a strong revenue base from which they can support their postsecondary education. As for most of their needs, the territories are very dependent upon the U.S. for postsecondary education assistance. The territories are eligible to receive over 50 federal postsecondary education grants for states and institutions, and territorial students are eligible to participate in the six major federal financial aid programs. In addition, all of the territories receive significant sources of support for their postsecondary education through the Department of Interior general operating grants. The implications of this dependence upon federal support for postsecondary education in the territories and the impact of the other unique characteristics of the territories on their need for postsecondary education will be addressed in the next chapter.

Chapter 2

POSTSECONDARY EDUCATION IN THE TERRITORIES

The unique characteristics of the U.S. territories have a direct effect on their need for postsecondary education and on the provision of postsecondary education to territorial students. This part of the report presents the study findings on the need for postsecondary education in the territories and a description and assessment of current opportunities for postsecondary education -- on-island, on the mainland, and through regional cooperation.

The Need for Postsecondary Education

An examination of the current state of territorial economies and governments leads to one overhwelming impression: The territories have real and pressing needs for a wide range of postsecondary education and training. As we have seen, the territories have weak economies which they are earnestly struggling to develop. They perceive economic development as crucial to reducing their current dependency on U.S. funds and moving toward greater self-reliance. The territories look to postsecondary education -- training for their current workforce and for their future workforce -- as one of the primary vehicles for achieving economic independence.

Many of the territories' development difficulties are rooted in problems with their human resources, problems that and can be solved through postsecondary education. Their current work force, particularly in the government sector, lacks much of the training and skills needed. The rapid early expansion of the government has left its mark. All types of government employees need training: administrators, middle managers, teachers, accountants, clerical workers, and so on. They need basic training in English and math, and they need specialized training which pertains to their jobs, such as secretarial skills, teaching methods, accounting, finance, and management. Clearly, since these are currently employed government workers, the need is for in-service postsecondary education which will allow them to continue with their work while they study. Unfortunately, while the widespread impression is that there is a great need for in-service training for current workers, most territories do not have any data on the actual extent of such need.

With the exception of teachers, the need for pre-service training for government workers is less pressing. With budgets now being cut back, territorial governments are generally not hiring many new people. Moreover, territorial governments are notoriously reluctant to turn people out of their jobs -- even those clearly unqualifed for their responsibilities. Thus, while there will be some openings due to retirement and turnover, the growth of the government sectors in the next decade will probably decline substantially. Consequently, there will be little room in the governments for those completing pre-service training.

Territorial officials feel that their greatest needs are to develop their business sectors and that postsecondary education is critical to the success of their economic development plans. The current private sector workforce suffers from the same problem of limited training as the public sector workforce. It is felt that current workers need in-service training in English and basic math skills, and job-upgrading training in all areas. Skilled and semi-skilled workers need to improve their various trades, white collar clerical workers could use more training, and middle managers need help with accounting, finance, and management.

But the more serious problem and greatest impediment to economic development pertains to the future work force. The territories all need more skilled workers, such as plumbers, electricians, carpenters, and so on. In part, they have dealt with this problem by importing alien labor, which has in turn exacerbated the problem by depressing the wage scale. Clearly, the territories need more skilled local workers. They also need postsecondary education to train white collar workers, secretaries, accountants, sales people, bank tellers, and so on. In addition, they need to train managers and entrepreneurs to run businesses in the territories. And lastly, they need a small number of trained professionals, lawyers, doctors, and so on.

All the territories need training in all categories, if their economies are to be developed. While the less developed territories with smaller private sectors need less of the top eschelon of workers, they feel the need for these types of workers even more urgently than the more developed economies. Guam and the USVI clearly can accommodate more white collar, management, and professionals, but they also experience severe shortages of lower-level workers.

Technical training is not enough, however. Part of the reason that there is a shortage of skilled workers is because of a pervasive attitude in the territories that only government jobs carry status, an attitude brought about by the federally stimulated explosion of the public sector. Given a choice between a management job in the private sector and in the government, most native-born islanders would choose the government job. Moreover, work attitudes and habits in general are notoriously poor. Thus, the provision of postsecondary training is not enough. Postsecondary education must also attempt to change the work attitudes of people, if the territories wish to accelerate their economic development.

It is worthwhile to note that a large part of the territories' need for trained manpower and consequent need for postsecondary education stems directly from their affiliation with the U.S. In order to comply with U.S. laws and with regulations regarding the administration of federal programs, the territories must meet certain requirements. They need certified lawyers, accountants, doctors, nurses, and so on. Baccalaureates or master's degrees may be required for certain administrative positions. Thus, the territories need postsecondary education to train people so that they can comply with these federal requirements and other standards which come along with the many benefits of being part of the American system.

The territories need more postsecondary education proportional to their population size than is needed in the mainland, not only because they have great in-service as well as pre-service training needs, but also because their school age population is proportionately larger. The percent of the population that is under the age of 14 is almost twice as large in the territories as it is in the states. Thus, in some ways the territories can be thought of as needing at least twice as much postsecondary education for a given population size as would be required in the states. In addition, this trend is expected to continue unabated in the future; therefore, the need for postsecondary education is expected to continue to expand.

The territories also have significant needs for postsecondary education which are not entirely related to their economic development, but which are related to general social development. Even secondary education is relatively new to some of the territories, so many adults have never been to high school. Thus, they have a greater need for adult basic education. English is not the first language in any of the territories except the USVI, and many students graduate from high school with serious problems with English proficiency. Thus, basic training in English is a pervasive need at all levels of the education system. Finally, the territorial elementary and secondary education systems generally do not adequately prepare their graduates for college-level work. So for most, postsecondary education must begin with substantial remediation.

Compounding the long list of pressing postsecondary education needs is the higher cost of postsecondary education for territorial students. This is due to their location and climates. Territorial students who attend college on the mainland face high airfares and other related costs. Just the airfare roundtrip from Guam to the Midwest is about $2,600. But the local territorial institutions also face unusually high costs. This is partly due to high shipping costs; some schools spend as much on shipping charges for books as the cost of the books themselves. Almost everything in the territories is imported, and shipping surcharges are steep. Further, the tropical climates also contribute to cost of postsecondary education in the territories. Buildings must be termite-proof and typhoon-proof, and equipment must be rust-proof. Keeping pace with the deteriorating effects of nature is a big and expensive problem. Thus, whether they go to mainland colleges or local colleges, postsecondary education is more costly for territorial students.

Without question the unique characteristics of the territorial economies and governments have a direct effect on their need for postsecondary education.

Territorial Colleges

Despite their rapid growth and continued financial constraints, the postsecondary institutions of the territories have been able to offer an impressive array of programs and services to the benefit of the communities in which they are located. There is currently at least one institution in each territory offering postsecondary education. While the range of postsecondary education opportunities varies across the territories, each has limited general education, career, and liberal arts programs, and at least some adult and community education. Two of the colleges provide primarily vocational education; four provide mostly liberal arts and career education; only one has a mixed program. Exhibit 1 presents a summary of the major characteristics of the postsecondary programs of the territorial institutions.

- USVI: The College of the Virgin Islands (CVI) is an accredited 4-year college with an emphasis on career and liberal arts courses. It offers associate, bachelors, and masters degrees in selected areas, and provides adult and community education. It has relatively extensive in-service training for the public and private sectors. It also houses several research centers and is a significant cultural resource for the community.

- Guam: The University of Guam (UoG) is an accredited university with an emphasis on career and liberal arts courses. It offers certificates and associate, bachelors, and masters degrees in selected areas. It also provides some in-service training for the public and private sectors. UoG has five well-established and widely reputed research institutes.

  Guam Community College (GCC) is an accredited institution with a vocational and technical emphasis. It offers certificates and associate degrees, and provides apprenticeship opportunities and adult and community education.

- American Samoa: American Samoa Community College (ASCC) is an accredited community college with academic, career, and vocational courses. It offers certificates and associate degrees and courses leading to a bachelors in education from the University of Hawaii-Manoa. ASCC also offers adult and community education.

- CNMI: Northern Marianas Community College (NMCC) is an unaccredited institution which offers accredited contract courses through UoG, GCC, and San Jose State University. Its courses are primarily in education, with limited courses in liberal arts and career fields. NMCC offers certificates and courses leading to associate degrees from GCC or UoG, a bachelors in education from UoG, or a masters in education from SJSU. NMCC also provides adult and community education.

- TTPI: The College of Micronesia (COM) is essentially an administrative organization with three constituent postsecondary institutions serving the three political entities of the TTPI. The Community College of Micronesia (CCM), located in Ponape (the capital of the new Federated States of Micronesia), is an accredited community college

Exhibit 1

TERRITORIAL POSTSECONDARY EDUCATION INSTITUTIONS

	CVI	UoG	GCC	NMCC	ASCC	CCM	MOC
Types of courses:							
Liberal arts	X	X		X	X	C	
Career	X	X		X	X	X	
Vocational			X		X		X
Adult/community education	X		X	X	X	X	X
In-service training	X	X		X	X	X	X
Apprenticeships			X				
Certificates/Degrees:							
Certificates			X	X	X	X	X
Associates	X	X	X	X	X	X	X
Bachelors	X	X		*	**		
Masters	X	X		***			
Accredited:	X	X	X		X	****	X

*Bachelors offered through UoG
**Courses leading to a bachelors in education from UH-Manoa.
***Masters offered through San Jose State University
****On probation.

> with liberal arts and career courses. It offers certificates and associate degrees. The CCM School of Nursing, currently in Saipan (the capital of the CNMI) but supposedly moving to Majuro (the capital of the Marshall Islands), is an accredited school of nursing offering an associate degree. The Micronesian Occupational College (MOC) in the Republic of Palau is an accredited vocational school offering certificates, associate degrees, and adult and community education. CCM and MOC also offer courses at a few, tiny extension centers throughout Micronesia.

The impressive list of programs and degrees of the territorial institutions gives the impression that the schools are large and well-established, but the contrary is true: They are relatively small and young by mainland standards and still very much in the process of developing and establishing themselves. CVI and UoG are the oldest and largest institutions; established 20 to 30 years ago, they each serve about 2500 students in credit and degree programs. The two-year institutions, in contrast, were established within the last ten years; they have much smaller enrollments which range from 200 at CCM to just over 1000 at GCC. Combined enrollment in all territorial colleges is estimated at about 9000 students.

The central mission of all the colleges is to serve the communities in which they are located and their admission policies reflect this goal: Admission to the degree programs is generally open to anyone with a high school degree or its equivalent. CCM's School of Nursing, however, imposes additional high school grade and distribution requirements for admission. Admission to the non-degree and certificate programs are generally open without restriction.

The territorial colleges are all heavily dependent on direct and indirect federal assistance. Annual operating budgets range from less than $1 million at CCM to over $10 million at UoG, and probably three-fourths of the revenues are derived in some way from federal assistance. (Local government appropriations, which generally account for about half of the institutions' budgets, generally constitute indirect federal assistance because they are derived from Interior general operating grants to the governments.) The institutions also receive indirect federal aid through federal student aid which fund many territorial students. Direct federal assistance may come from federal categorical grants or earmarked Interior funds but generally accounts for only 10 to 25% of the colleges' revenues. While some schools (MOC, CCM) rely heavily on federal student aid by charging higher tuition and fees, other schools charge little or no tuition. Endowment funds provide little or, more commonly, no support for these institutions.

The quantity and quality of physical facilities varies widely across the institutions, but all of the colleges suffer from serious problems. CVI is at one end of the spectrum: though its facilities are cramped, its buildings and campus are attractive and well-maintained. In contrast are schools in the CNMI and TTPI: CCM is housed in World War II quonset huts and Butler buildings, and as yet NMCC has no facilities of its own.

With limited resources at their command the territorial institutions have had difficulty providing salaries that would attract highly qualified and experienced faculty. As a result, the average educational background of territorial faculty appears low. The less developed schools have the least credentialed faculties: at MOC, for example, 36% of the faculty have no degrees at all. The older, more developed institutions fare better: at UoG 95% of the faculty have a masters degree or higher. The contract (imported) faculty at most territorial schools are usually better educated than the locals, but they normally serve only two-year contracts. Thus, there is a fairly high rate of turnover among the better educated faculty.

Most institutions believe educational costs should not restrict students from receiving postsecondary education and therefore charge tuition and fees which are low relative to mainland schools. A couple of schools (MOC, CCM), however, charge higher tuition and fees, but most students at these schools cover their costs with federal student aid.

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Territorial institutions are generally oriented around their credit and degree programs, but they also offer a variety of other special programs. For example, the territorial institutions have been well aware of the academic problems of their entering freshmen and many of the institutions have designed extensive remediation programs to bring these students up to college level work. Most schools channel the majority of their freshmen into remedial English courses; math remediation is common, but less extensive. CVI, UoG, and ASCC have the most developed remedial programs. At CVI, for example, about 80% of the freshmen take one or more remedial courses. NMCC, whose students are mostly teachers and other government employees, has no formal remedial program.

Territorial institutions also provide a range of adult and community education courses. ASCC, for example, has a well-developed array of basic education, vocational, and personal enrichment courses for the public. In addition, CVI and UoG provide in-service training and research services for local governments and private sector.

In addition to providing instruction many of the territorial institutions serve the community through their research and cultural resources. UoG and CVI both house well-established research institutes which serve to advance understanding and information about topics of special interest to the territories. In addition, the institutions support concerts and other cultural events. CVI's Reicholt Center is an outstanding example of the territorial institutions' contribution to the cultural resources of their communities.

With the exception of CVI, most schools have very limited data on outcomes. Data gathering efforts at the other institutions are hampered by a lack of personnel, hardware, and expertise. Nevertheless, we can make some general statements about student outcomes:

- Virtually anyone who applies to the local postsecondary institution is accepted.

- Credit and degree programs serve the largest numbers of students at each institution.

- Total enrollment in career and vocational courses far exceeds total enrollment in liberal arts.

- Education courses are heavily subscribed in each territory, reflecting territorial efforts in teacher training.

- A relatively small percentage of freshmen actually graduate with degrees from the local institution: some drop out, while others transfer.

Territorial institutions generally expect demand for on-island postsecondary education to continue to increase. Their plans to meet this demand are extremely sketchy, however. In particular, their limited resources and uncertain financial situations make planning for the future extremely difficult.

Assessment. The seven territorial postsecondary institutions confer many significant benefits upon the territories in which they are located, but they also suffer from a number of problems. The territorial institutions have four primary strengths.

- Postsecondary education is available on island in each of the territories. Seven territorial institutions provide postsecondary education opportunities for local residents who do not wish to or cannot leave their territories to attend postsecondary education elsewhere. It should be noted, however, that only Guam and AS have both liberal arts and vocational training in the same location. In the other territories, residents have a more limited range of postsecondary education available; for example, USVI residents can obtain liberal arts and career education at CVI, but not vocational training.

- Many territorial colleges offer extensive remediation and ESL programs. Most territorial students need these programs in order to succeed because as a group they have a relatively low level of academic preparedness. Students' academic preparation suffers because local secondary systems are weak, and many also have poor English skills because English is a second or third language. CVI has an extensive and rigorous remediation program which serves about 80% of the students and is widely believed to be extremely successful. UoG and ASCC also have remedial and ESL programs which are felt to contribute signficantly to the academic success of their students.

- Territorial institutions offer flexible programs to meet the territories' unique postsecondary education needs. There is a large demand for postsecondary education to meet the needs of the working population. Many of the territorial instutions provide a variety of programs to serve this population. For example, CVI and GCC try successfully to make their degree programs available to part time students. Almost 70% of CVI's students are part time. An additional benefit of part-time postsecondary education is that it does not disrupt the territories' labor forces. As one educator said: "If we can train them here part-time, we can keep them here working." ASCC, GCC, and COM are notable for their certificate programs which offer an alternative to a full degree. All of the colleges provide a variety of in-service programs to public and private sector employees aimed to upgrade their job skills.

- Territorial colleges offer students good preparation for transfer to mainland college. With two years experience of postsecondary education in their own culture and in programs geared to their level of academic preparation, students may have a better chance of succeeding in mainland colleges than if they had gone directly out of high school. The AS government scholarship program is premised on this belief and it seems to have been borne out. Virtually, all students receiving AS scholarships must first attend ASCC before going on to mainland colleges. It is widely believed that these students have much better academic experiences in mainland colleges as a result of their initial work at ASCC. Most of the other territorial liberal arts colleges serve this purpose to the same extent, but no other territorial government scholarship programs have formally adopted this approach.

But the territorial colleges also face a multitude of problems in their quest to provide a wide range of postsecondary education opportunities to meet the needs of their territories.

- Most territorial institutions have weak and unstable financial conditions. The financial instability of territorial colleges was the number one concern of the accrediting association for the Pacific territorial institutions. Unstable finances result from weak local economies, limited local tax bases, and local government budgets which are highly dependent on U.S. funds. The trend in decreasing U.S. aid to territorial governments will further exacerbate the problem because local governments are likely to reduce postsecondary education appropriations as well. Financial instability undermines the institutions' ability to plan for the future and threatens their accreditation. Colleges in the less developed territories suffer more from this problem than the schools in the USVI and Guam, although ASCC appears to be an exception; it enjoys considerable financial support from the AS government. But even colleges in the more developed territories feel insecure about their financial status and the future.

- Most territorial institutions must operate on a small scale, yet each tries to offer a wide range of programs to attract territorial students. Most territorial colleges draw their students from a relatively small population which imposes natural limits, at least in the short run, to the size of the institutions. Yet the interests and educational demands of the sudents are broad. The colleges thus try to compete with mainland colleges for students (and status) by offering a wider range of curricula than their small scale permits. Unless more territorial students can be attracted to their local colleges, or more off-island students attracted in, territorial colleges will continue to face a quantity/quality trade-off in the scope of their programs.

- Territorial students generally have not been well prepared for college level work. Many students read at a seventh grade level and about 80% of all students require some sort of remediation. The result is that colleges have to put extensive resources into remediation, ESL, and counselling. This constitutes a significant drain on their already quite limited resources. The drain is particularly a problem at CVI, UoG, and ASCC where they have extensive remediation programs. The low level of student preparation causes another problem, particularly at the colleges with more limited remediation programs. Without substantial remediation the overall level of the postsecondary education in the institutions tends to decrease to the lowest common denominator.

- Territorial institutions often do not have a stable, experienced, and qualified faculty. Many faculty in territorial colleges have degrees no higher than a B.A. and a significant number have no postsecondary degree at all. Furthermore, according to the accrediting association for the Pacific colleges, many of these degrees are from questionable, obscure colleges. Moreover, the turnover rate is unusually high among the better faculty. Both problems are due to limited financial resources: The territories cannot offer competitive salaries and they generally draw faculty with less qualifications than is desirable. Highly qualified faculty tend to come to the territories to teach for two years and then leave, thus causing the high turnover rate. The end result of the twin problems of low quality faculty and high turnover rate is that the quality of education at these institutions tends to suffer. As would be expected, this is more of a problem for the younger institutions which have the greatest financial limitations.

- Territorial institutions often have inexperienced administrators. There are weaknesses from top to bottom, primarily due to the limited financial resources of the institutions, although other factors also come into play, such as a limited pool of managerial talent in the territories and the influence of local politics on hiring decisions. Some institutions, particularly CVI, ASCC, and GCC, are the exception and their management is more highly regarded. But on the whole, the problem of inexperienced management in the institutions causes widely acknowledged problems in their management.

- Territorial institutions have generally not engaged in serious planning efforts in the past. Many of them lack even basic academic, financial, and facilities plans. This is partly the result of limited finances, partly the result of poor management. Moreover, they have not involved the community or government in planning. As a result, their postsecondary education programs do not meet local manpower development needs as well as they might. GCC is a noted exception, and CVI and UoG are taking significant steps to remedy this deficiency.

- Territorial institutions generally have inadequate facilities. Space is often cramped, buildings are deteriorating, and equipment is outmoded. This problem also stems from limited resources. The younger institutions suffer from this problem much more so than the older institutions (CVI, UoG, and ASCC) because they missed the period when federal funds were available for college construction. But none of the institutions have adequate funds to build all the facilities they need, to expand their libraries, or to counteract the deteriorating effect of the tropical climate on existing buildings. The problem is particularly critical at CCM which conducts its programs in quonset huts.

- With few exceptions, territorial institutions do not offer as much vocational, technical, and career training as students and the community would like. In part, this too is a problem of limited resources. The institutions do not have the financing to offer as many programs as they would like to. But it also results because most of the schools were originally established as teacher training colleges and have used mainland liberal arts colleges as their model. They prefer to offer liberal arts rather than vocational or career training. Students clearly would like more career training than is currently available. At UoG, the demand for undergraduate business courses far exceeds the capacity, and registration closes only a day after it opens. And government officials and the business community universally complain that their local colleges should provide more vocational and career training.

While the territorial institutions face numerous problems, it should not be assumed that these negate their institutions' strengths and benefits. In fact, the first strength cited -- the existence of postsecondary opportunities in every territory -- outweighs all of the problems.

Regional Cooperation

In both the Pacific and the Caribbean, postsecondary institutions in the U.S. territories have begun to broaden their perspectives and to direct some of their efforts outside the bounds of their own territories. The regional efforts are based on three broad objectives:

- to provide postsecondary education more efficiently by cooperating with other institutions in the region,
- to serve the special needs of the people in the region,
- to help the territories serve a useful role in U.S. foreign policy in their regions.

In the Pacific, where there are six postsecondary institutions in four (soon to be six) separate political entities, the regional emphasis is on cooperation among territorial colleges. The College of Micronesia (COM) will try to maintain its unified existence despite the dissolution of the Trust agreement and the creation of three new, independent states in Micronesia. The Pacific Postsecondary Education Council (PPEC), a two-year-old forum composed of the chief executives and board chairmen of all six territorial colleges, is attempting to facilitate and implement broader cooperation throughout the Pacific. In the Caribbean, CVI's regional efforts are oriented toward extending its service and influence among the non-U.S. islands in the Eastern Caribbean.

College of Micronesia. The TTPI government unified on-island postsecondary education in Micronesia under COM in 1977. With the dissolution of the Trust, however, continuation of COM as a unified institution will require the regional cooperation of the three new states. Moreover, since most observers question whether any of the new states can support its own college, cooperation may be required even for the survival of COM's component schools.

The initial signs are not promising:

- COM has had trouble getting support of the three new governments. Last year, after COM failed to obtain funds at the territorial level, support came from OMB and Interior in the form of a line item ($200,000) in each budget; but in the future support must be voluntary.

- The new compact will replace BEOG eligibility with a special scholarship fund, reducing federal student aid from about $12 million to $3 million. Unless the new states channel all scholarships through COM, the college will face a drastic loss of revenues.

- The current trend in Micronesia is toward separatism, not cooperation. Moreover, the history of rivalries, and even violence, among students from different islands mitigates against cooperation.

Thus, the future is uncertain. Release of the "Marlan" funds -- $6 million in COM development aid authorized but not appropriated by Congress -- would help. But most observers are pessimistic about successful cooperation without federal intervention.

Pacific Postsecondary Education Council. The PPEC is a relatively young, but formal and functioning organization, still growing in scope and influence over postsecondary education activities in Pacific territories. The concept of the Council was born within the territories, funded by a 3-year grant from FIPSE, and organized with the assistance of the Academy for Education Development. The Council is composed of the chief executives and board chairmen of UoG, GCC, COM, CCM, MOC, NMCC, and ASCC, resulting in 12 members distributed among the territories in rough proportion to population. The PPEC is incorporated in Guam, has four officers and (soon) a half-time executive director, and meets for several days twice a year.

Despite initial skepticism, members found they had common problems -- with developing schools on small islands and with dealing with federal programs -- and found it useful to share information. Common actions are not so easy, but they have agreed to work together. All are still committed, though some more than others.

The objectives of the PPEC are still somewhat vague, but current efforts seem to be targeted in several areas.

- Pacific Center: After three years the concept is still vague, but the notion of a regional research center (on Guam) serving the needs of Micronesia is still a central objective of the PPEC. The focus is on communication, manpower planning, and energy.

- "Campus on the Pacific": The PPEC is developing a concept of curriculum coordination to improve access to and increase the efficiency of postsecondary education in the Pacific. The initial plan calls for articulation agreements (cross-registration, transfer of credits, and so on), and the concept may evolve to a system of two-year colleges feeding to the four-year program at UoG.

- Federal Programs: The territories have common concerns about the perceived lack of responsiveness from the federal government. The general objective is to increase funds and flexibility and to decrease red tape.

- Accreditation: They also have common concerns about lack of responsiveness from the Western Association of Schools and Colleges. They want to get a permanent representative from the PPEC on WASC or get a separate commission for Pacific.

- Telecommunications: This is considered an essential component of the "Campus of Pacific." The PPEC would like to develop satellite teaching and library programs.

- Exchange Programs: The Council is exploring exchange programs for students, faculty, and administrators -- to share resources, experience, and expertise.

The PPEC is just beginning to make progress in many of these areas. The big question is: Does the PPEC have momentum, commitment, and resources to continue without FIPSE support?

In some respects, the Council has been slow to get moving; but nonetheless it has made real and important progress.

- Postsecondary education officials are now communicating regularly. This is not trivial. Prior to the PPEC even UoG and GCC had no regular communication. Others tended to avoid the Guam postsecondary institutions.

- Postsecondary education officials are working together in the development of programs. They are not only talking, but arranging contract courses and starting to give preference to dealing with PPEC member institutions. They are also starting to work toward greater coordination -- the "Campus on Pacific."

- Postsecondary education officials are working together to deal with common problems and opportunities. The PPEC has shown some success in banding together for a common purpose. The Council is largely responsible for enactment of the Section 1204 provisions for the territories (including this study), and for prodding ED to implement those provisions. In addition, the PPEC is starting to submit joint proposals -- including a joint proposal for an important telecommunications grant now under consideration. This is a major step forward for the Council.

- The PPEC has begun to raise dues from members to support the organization after the FIPSE grant expires.

Thus, the PPEC is an ongoing organization making important strides toward its objectives of regional cooperation.

Most of the easy progress has been achieved, however, and there are still many obstacles to overcome.

- Each institution puts its own interests first, and residual fears, grudges, jealousies deter more effective cooperation and integration.
  - Other Micronesians resent Guam, in particular, and Guam sometimes acts to confirm fears of indifference or domination.
  - On the other hand, smaller institutions want to benefit from UoG's resources and experience. It goes both ways.
  - ASCC, farther away in the South Pacific, has greater loyalties to Hawaii and other islands in the South Pacific region.

  Ethnocentric tendencies throughout region exacerbate this problem. Feelings of racial/ethnic superiority are not uncommon in Micronesia.

- Communication problems deter greater coordination. It is often easier to call Saipan from D.C. than from Guam. And it is worse for the rest of Micronesia.

- Most PPEC initiatives remain vague in concept and limited in practice. The Pacific Center and Campus of the Pacific concepts have barely passed the phase of 5-page concept papers.

- The PPEC has little recognition and no authority. Only the Palau government has recognized the PPEC, though resolutions have been drafted for all legislatures. Moreover, the Council operates by consensus; decisions can be (and sometimes are) ignored.

- There is no driving force behind the PPEC. Members have urgent concerns at home, and enthusiasm at meetings dissipates quickly. Follow-through is lacking. This problem is exacerbated by the "laid-back" attitude of the Pacific cultures: There is generally no urgency to task at hand.

Said one participant: "It's heartwarming to talk about regional cooperation, but so far it's mostly rhetoric." The Council has come a long way in two years, and it has great potential to improve postsecondary education in the Pacific. But it still has a long way to go in reaching its objectives.

The Caribbean. Although there are two U.S. territories in the Caribbean, this study covers only one, the Virgin Islands. Puerto Rico, a freely associated commonwealth whose population is 50 times that of the USVI (or any other U.S. territory), generally is not included in legislation or regulations covering the U.S. territories. Moreover, for reasons of race, culture, language, and size, there is little interest in "regional cooperation" on either side of the straits that divide the Spanish-speaking Western Caribbean from the English-, French-, and Creole-speaking Eastern Caribbean.

By race, language, and culture, the Virgin Islands, with a large alien population from "down island," feels a regional affiliation with the Eastern Caribbean islands; and accordingly, CVI looks southeast in its efforts at regional service. Although there is little or no coordination with the University of the West Indies, the other four-year school in the region, CVI does have regional objectives.

- Eastern Caribbean Center. CVI has a Caribbean Research Institute with centers for water resources, ecological, and social research. It would like to expand activities to increase interaction with other islands, to enhance respect for the U.S., and to serve as an agent of U.S. foreign policy in the Caribbean.

- "University of the Eastern Caribbean." CVI already serves a substantial number of down-island students. Attracting other students allows greater scale and wider offerings to both USVI and other Caribbean students. CVI wants to continue to grow in this way.

Thus, lacking sister schools in other U.S. territories, CVI's regional efforts are oriented toward expanding the scope and influence of the institution, rather than cooperative programs with other institutions in the region.

Some of the unique characteristics of the territories tend to promote regional cooperation, either from necessity or from opportunity. U.S. territories in the Pacific and the Caribbean have made progress toward these objectives. But in both areas they face similar problems. Despite these barriers, regional efforts are likely to continue. The pace of progress, however, is likely to depend on federal support for territorial initiatives.

Mainland Colleges

It is generally believed that the majority of territorial students who attend college go to college in the mainland or Hawaii. Thus, perhaps 10,000-12,000 territorial students are enrolled in Mainland colleges. However, good data on enrollment patterns are not available, and it was not within the resources of this study to collect and analyze new data. Nevertheless, in order to complete the picture of postsecondary opportunities for territorial students and to provide a useful comparison for territorial postsecondary institutions, it is important to discuss mainland institutions even at a very general and impressionistic level.

Territorial students have the same opportunities as mainland students to attend any college which accepts them. The result is that territorial students go to mainland colleges which cover the spectrum in location, size, type, faculty, and admissions policies. Territorial students attend colleges all across mainland and Hawaii, although there is some evidence of clustering of USVI students on the East Coast and of Pacific students in Hawaii, the West Coast, and the midwest. This clustering may result for several reasons: geographical proximity, personal contact with previous students, aggressive recruitment policies of some schools, and in a few cases, the existence of special programs designed for territorial students.

Territorial students attend all different types of colleges. They go to two-year and four-year colleges, small colleges and large universities, and public, private, and religious colleges. In general, they tend to go to liberal arts colleges, but a small percentage go to vocational colleges.

Admissions requirements to mainland colleges vary considerably. Some colleges have stiff standards, whereas others have open enrollment. Some colleges have aggressive recruiting campaigns for territorial students; their major incentive is to capture BEOG and other federal assistance dollars that most territorial students can bring.

The almost universal eligibility for federal financial assistance and the easy admissions policies of many colleges makes it possible for most territorial students to go to a mainland college, if they wish. It is estimated that 20% to 50% of territorial high school seniors go to college and that the majority attend mainland schools. Territorial students have standard reasons for wanting to go to college and get away from home, but many feel more strongly about attending college away from their homes because the islands are so small and isolated. Some of the reasons why territorial students choose mainland colleges are:

- to get a better education
- to get specialized training
- to get the status of mainland education
- to follow the advice of families and friends
- to see the world

The cost of attending college in the mainland varies with the college: It can be very expensive or relatively inexpensive. However, in all cases territorial students face extra costs because of the distance from homes. It is estimated that the total additional expenses per year for USVI students is $1400-$1650 and for Pacific students is $2400-$2900. Including room and board the average annual total cost for territorial students going to mainland colleges is about $6,000 for USVI students and $6,700 for Pacific students.

Most territorial students are eligible for federal financial assistance, and some also receive scholarships from their local governments. The amount of federal assistance students may receive depends in part on participation of the colleges they attend. They could have received up to $11,000 in FY1981 if they took advantage of all the grant and loan programs. Unfortunately, it was not possible to collect data on the average total federal financial assistance which territorial students receive or on the difficulties, if any, they experience in meeting the cost of attendance.

In aggregate, mainland colleges offer an immense variety of programs. Individual colleges are limited by their size and area of specialization. Remediation has been growing in U.S. colleges as student preparation has been declining. Thus, some colleges have extensive programs, whereas others have very limited, if any, remediation available. With one exception, none of the programs are designed specifically to meet the unique needs of territorial students. A consortium of five mainland colleges, funded in part by a federal grant, has designed a remediation program specifically for territorial students.

In aggregate, every type of credit program is available in the mainland: A.A., A.S., B.A., B.S., and on up. And every type of major and minor is available. Mainland colleges viewed as a group also offer the full range of special programs: work/study, year abroad, exchange programs, research fellowships, and so on.

Again, in aggregate, mainland colleges offer a full range of special services: guidance, orientation, placement, and so on. But with the exception of the consortium schools, none are geared to needs of territorial students. It is commonly believed that many territorial students need more counselling than mainland students, and that most mainland colleges do not have enought other services to meet these needs. The consortium project provides some orientation and counselling services designed to promote the success of territorial students.

It is commonly believed that outcomes are mixed for territorial students attending mainland colleges. Most students who are academically prepared can go to a good college, adjust to the changes in culture, and complete their degrees. At the other extreme, students with poor high school performance records often go to diploma factories with mediocre postsecondary education programs and no support services, drop out and get little out of their experience except a feeling of failure. Unfortunately, due to the limited data available, we cannot assess the relative balance of outcomes for territorial students.

The experience and outcomes of territorial students in mainland colleges is unlikely to change significantly in the future. Territorial students will continue to want to go to mainland colleges. The common belief is that almost everyone who can get into a mainland college and raise the requisite funding will go to the U.S. Reductions in federal financial assistance may reduce the number of territorial students who can afford to go off-island to college. But the impact is uncertain because most of the reductions affect the loan programs which territorial students do not rely on as much. Further, mainland colleges facing declining enrollments may begin to recruit territorial students more actively.

Assessment. Mainland colleges present a different set of strengths and problems than territorial colleges do. There are three major advantages to mainland postsecondary education.

- Territorial students benefit from their exposure to American culture, society, and government. By attending college in the mainland, territorial students learn new ways to think and behave which will serve them whether they return to the territories to work or remain in the mainland.

- Mainland colleges offer a tremendous variety of programs which are not available in the territories. Students can pursue specialized undergraduate programs and graduate training, such as medicine and law, which it is not feasible to provide on-island because the small numbers of students desiring these programs and the territories' limited manpower needs for professionals do not warrant the investment on-island.

- Mainland colleges can give the better territorial students the academic challenge they need. No matter how good the local institutions are and become, there will always be better colleges in the mainland. The best territorial students benefit greatly from the opportunity provided by these colleges.

Mainland postsecondary education also presents a number of serious problems, mostly because the colleges do not, on the whole, gear their programs to the unique needs of the territories and territorial students.

- With a few exceptions, mainland institutions do not offer the type of remediation, ESL, and counselling which most territorial students need. Mainland colleges, in general, do not design special programs to meet the unique needs of the small number of territorial students who attend their colleges. Thus, territorial students have to adjust to the standard roster of programs. Unfortunately, as we have often cited, territorial students often have special problems which require extensive remediation and ESL programs -- programs which are often not available in the mainland schools. As a result, many students experience difficulty academically and with cultural adjustment, and some drop out before completing their degrees.

- Many territorial students drop out of mainland colleges. The main reasons are that they lack academic preparation and they experience culture shock. According to one territorial observers: "It is a traumatic experience for kids to go to college in mainland schools because of the prejudice and difference in climates. They are not used to dealing with people of different cultures."

- Some mainland colleges are diploma factories. Some colleges actively recruit territorial students because of the federal financial aid they bring. These schools often provide inferior postsecondary education, and many students drop out or receive worthless degrees.

- Many territorial students do not return to the territories. These students work in the mainland after they have (dropped out or) completed their mainland postsecondary education. This is widely known as the "brain drain." From the students' perspective, this may be fine; but the territories lose needed manpower. Some consider this a problem, others do not.

- Other territorial students return to the territories with training which is not useful in the territories. Territorial students are free to pursue whatever type of training they desire. Unfortunately, they often get degrees in areas, such as history or political science, which are not greatly needed in the territories. As a result, they sometimes have difficulty finding employment when they return to the territories.

- Some students go to college in the mainland just to see the world. They are not serious about their education. In these cases, the considerable financial aid expended to support these students is wasted.

- Mainland colleges indirectly contribute to the poor conditions in territorial postsecondary institutions. The mainland draws the best students away from territorial institutions and thereby lowers the overall standards. But more important, it diverts the students and funding needed to increase the size, scope, and quality of territorial colleges. Quite simply, the attraction of mainland colleges inhibits the development of territorial colleges.

It is difficult to assess the balance of the strengths and problems of mainland postsecondary education. One reasonable conclusion is that for the better territorial students, and for many of the average territorial students, mainland postsecondary education can have many benefits. But ill-prepared territorial students may run into many problems. It is also clear that mainland postsecondary education offers territories some advantages, but there are several serious drawbacks, most importantly, the loss of trained manpower to employment in the U.S.

Chapter 3

THE FEDERAL ROLE IN TERRITORIAL POSTSECONDARY EDUCATION

The federal government plays a significant role in supporting territorial postsecondary education through federal student financial assistance programs and through grants to territorial governments and postsecondary institutions. This part of the report presents the study findings on the utilization of these programs in the territories and on the strengths and weaknesses of federal aid to postsecondary education in the territories.

Federal Financial Assistance to Students

In addition to supporting postsecondary education in the territories through grants to territorial institutions and governments, the federal government provides financial assistance to territorial students. The goal of the financial assistance programs is to provide financial support for the postsecondary education of financially needy students. Territorial students are eligible to participate in all these programs. With this assistance students can choose to attend college whereever they have been accepted, on the mainland or at their local colleges. Student financial assistance programs also indirectly provide support to accredited territorial institutions when territorial students choose to attend local colleges. The financial assistance they use to pay tuition and room and board then becomes part of the revenues available to territorial institutions.

There are six major ED student financial aid programs: Basic Educational Opportunity Grant (BEOG), Supplemental Educational Opportunity Grants (SEOG), State Student Incentive Grants (SSIG), College Work Study (CWS), Guaranteed Student Loans (GSL), and National Defense/Direct Student Loans (NDSL). They provide assistance through three means: low interest loans (GSL and NDSL), direct assistance grants (BEOG, SEOG, and SSIG), and work opportunities (CWS).

Of the financial aid programs, BEOG is the only entitlement program, and thus the only ED program that students can count on if they are attending an accredited postsecondary institution and they themselves meet the program's eligibility requirements. The availability of the other financial assistance programs depends on the participation of lenders, states, and postsecondary institutions. The availability of SEOG and CWS depends upon the decision to participate by institutions. CWS is also dependent upon the willingness of the institutions to provide the required 20% match. SSIG depends upon the decision of the territories to participate and their willingness to provide a dollar for dollar match. Similarly, the availability of NDSL depends upon decision by territories to participate and provide the 10% required match. Lastly, GSL depends on the participation of lenders.

Any student meeting the following criteria is eligible for these financial assistance programs:

- financial need
- acceptance or attendance at an accredited postsecondary institution
- at least half-time attendance in a degree program
- satisfactory academic progress

In FY 1981 the maximum that a student could have received from federal programs was about $11,000. But most of the awards for the separate programs are below the maximum, and most students do not participate in all federal programs. The range of the awards up to the maximum and the determinants of the award size for each of these programs is as follows:

BEOG: $200 to $1750. Up to one-half the cost of attendance. Award determined by federal formula.
SEOG: $200 to $2000. Award size determined by the institution based on number of students eligible and federal appropriation.
SSIG: Up to $2000. Award size determined by the state.
CWS: No estimated range, up to $3,000, average award $614. Award size determined by the institution and state government appropriation.
NDSL: Up to $2,500 per year. Award size determined by federal appropriation, revolving fund, and state matching. Maximum total $6,000.
GSL: Up to $2,500 per year. Maximum total $12,500.

Almost all territorial students are eligible to receive federal financial assistance, and it is generally believed that most territorial students who attend college receive some federal aid. Unfortunately, data are not available on the participation rate of territorial students and it was not possible within the constraints of this study to collect such data. It seems reasonable to assume, however, that there is a relatively high participation rate among territorial students in mainland schools because most come from low-income families. Furthermore, for the same reason it can be assumed that on average they receive relatively high grant and loan awards.

Most of the territorial postsecondary institutions participate in some of the federal financial assistance programs. NMCC cannot participate because it is not an accredited institution. GCC, which for the same reason has not participated in the past, will begin in the next year now that it has established accreditation. The territorial schools tend to participate in BEOG, SEOG, and CWS, and not in SSIG, NDSL, and GSL. Of the federal programs, BEOG provides by far the greatest revenue. The colleges prefer this program because there are no matching requirements. But the institutions differ significantly in their use of this program. For example, the COM colleges explicitly set their tuition at a level determined to provide the highest BEOG award, while ASCC charges no tuition and does not encourage students to use BEOG. With the exception of

ASCC, all the eligible institutions participated in the SEOG program and would have used it more had the federal government provided more funding. Similarly, all the eligible institutions participated, to varying degrees, in the CWS program. None of the institutions participate in the SSIG program, although the reasons for this are not clear. By contrast, the reason for the low participation rate in the two loan programs, NDSL and GSL, are eminently clear -- the territorial colleges and lending institutions which have participated in the past have experienced extremely high default rate. As a result, these colleges have drastically reduced their participation and other institutions have decided not to use these programs at all.

The participation of the territorial institutions in the federal student financial assistance programs in FY1981 was as follows:

CVI: Total $213,685. Participate in BEOG for $128,600, SEOG for $28,173, CWS for $54,912, and GSL for $2,000. CVI was the only institution in 1981 to receive any GSL funds. 20% of CVI students participate. Funds are 6% of CVI total revenues.

UoG: Total $512,755. Participate in BEOG for $299,800, SEOG for $26,581, and CWS for $186,374. Most UoG students participate. Funds are 6% of total UoG revenues. Participation in GSL terminated due to high default rate.

GCC: Did not participate in 1981, but will in 1983.

ASCC: Total $84,000. Participate in BEOG for $54,000 and CWS for $30,000. 25% of ASCC students participate. No tuition and no room and board, so funds are not part of ASCC revenues.

NMCC: Not eligible due to accreditation status.

CCM: Total $224,039. Participated in BEOG for $142,470, SEOG for $11,569, and CWS for $70,000. More than 85% of CCM students participate. Funds are about 20% of total CCM revenues.

MOC: Total $370,237. Participated in BEOG for $179,610, SEOG $10,627, and CWS for $180,000. 100% of MOC students participate. Funds are about 30% of total MOC revenues.

The Administration is currently proposing a number of changes in student financial assistance programs. These changes will result in some reduction in the total amount of assistance that students can receive and some reduction, through tightening of eligibility requirements to screen out higher income students, in the total number of students participating. These changes signal a shift in the federal role in assisting students and are premised on the philosophy that states, localities, families, and students themselves should bear more of the responsibility for supporting postsecondary education. The specific changes proposed for each program are as follows:

- BEOG reduced to $1600 annual maximum per student.
- SEOG eliminated.
- CWS total appropriation reduced by 28%.
- NDSL moratorium on new capital contributions and an increase in the initial fees students pay.
- GSL increase in the initial fee and tightening of the eligibility requirements.

In addition, according to tentative compact provisions there will be a radical change for students from the TTPI. With the termination of the trusteeship TTPI students will no longer be eligible for the six financial aid programs. Instead the TTPI will receive an annual $3 million scholarship fund which will be shared and administered by the governments of the three new political entities.

With the exception of TTPI students and institutions, the proposed changes in financial aid programs will probably not affect territorial students and institutions as much as it will affect mainland students and institutions. They will continue to participate in the programs as fully as possible, but will receive somewhat less than they have in the past. The tightening of eligibilty requirements for some programs is unlikely to reduce territorial participation because most territorial students come from low-income families and will continue to be eligible. Reductions in the BEOG award, the elimination of SEOG and reductions in the CWS appropriation, however, will lower the amount of assistance that students and institutions can expect. Whether these changes will prevent a significant number of students from attending college or change their pattern of attendance from mainland colleges to the more inexpensive alternatives at their local colleges is yet to be seen.

Assessment. Federal student financial assistance has been of tremendous benefit to territorial students and very helpful to territorial postsecondary institutions, but it is also associated with several serious problems.

- Financial aid has made it possible for many territorial students to go to college. Most territorial students come from financially needy families, and many simply would not have been able to attend college without federal financial assistance. The postsecondary education which they have received has contributed significantly to their economic and social well-being.

- The territories have benefitted from the increase in trained manpower. Federal assistance programs have supported the postsecondary education of many employees in the public and private sector. The government, in particular, has benefitted in the last decade from the steady flow of territorial graduates who have been trained with the support of federal financial assistance programs.

- Student financial aid has been an important source of revenues for the territorial postsecondary education institutions. Although it accounts for less than 10% of total revenues in the four- year institutions, it provides up to 48% in some of the smaller institutions. The smaller schools might not survive without this source of revenue. According to an official in one of the smaller (and financially shaky) colleges: "Without BEOG (and the other financial aid programs) the college will not survive."

- The College Work Study program gives students a valuable work experience. Some students come from non-cash economies and and all come from more relaxed cultures. The experience of working for a salary is a valuable educational experience in itself.

- Financial aid gives students the freedom to decide for themselves where to go to college and what to study. In the words of one territorial educator: "Because the islands are so small there will always be a desire to leave here, no matter how good [the local college] is. This is very understandable and very human." Federal student financial assistance provides the means for territorial students to pursue education out of the confines of their environment, if they wish, or to attend college at their local schools. An additional benefit, from the students' perspectives, is the fact that there are no strings attached to federal assistance: They can decide independently the type of education and training they want.

Despite its undisputed benefits, Federal financial assistance programs have also created some problems.

- Many students are not academically or culturally prepared for college, and therefore end up wasting their education and/or dropping out. As we have noted, many territorial students lack the requisite secondary training to succeed in college without extensive remediation. But any student, regardless of academic performance, who is admitted to a college, is eligible for federal financial assistance. Problems occur as a result of the recruitment abuses and lenient admissions policies of diploma factories which are more interested in capturing federal dollars than in educating students.

- Many students do not receive training that is relevant to the territories' manpower development needs. From the perspective of the territories, the freedom of choice that federal assistance provides students has serious drawbacks for it does not result in the most efficient match between the types of manpower that are needed and the type of training that students choose to obtain. Members of the business communities in the territories frequently complained that students attending college, especially in the mainland, returned to the territories with degrees and skills that were irrelevant and useless.

- Territories often lose trained manpower. Federal financial aid gives students the ability to go to the mainland for college, and many do not return. Although the record is mixed, many people feel that the loss of trained local manpower is something that the territories cannot afford. One educator complained: "The federal government is not doing us any favor by giving students money to go to the mainland, and they never come back. It doesn't help us to lose our best students." But countering this, many others argue that there are not enough jobs for all those being trained. Reflecting this view one legislator said: "A lot of our kids want to come back and work in Guam. But there are no jobs here. There is no point in tying up the BEOG to force kids to return, if there are no jobs. I've seen kids come back and look for months for jobs. Finally, they give up."

- Most financial aid is used to support mainland institutions, not territorial institutions. This is partly because territorial colleges charge low tuition, and partly because most students go to mainland colleges. Thus, territorial institutions lose an important source of revenue.

- Territorial students often default on federal college loans. The default rate at some of the territorial institutions has forced them to discontinue their participation in these programs and has discouraged other institutions from using the loan programs. This is partly a cultural problem because some Pacific cultures are based on sharing and lack the concepts of debt and repayment. It is also the result of the low salaries in the territories by comparison with the states; students have difficulty repaying loans.

Clearly the benefits of federal student financial aid far outstrip the problems. While some students may waste their postsecondary education because of lack of preparation and the territories may lose some trained manpower, the overall balance is overwhelmingly positive. These programs have made it possible for a multitude of territorial students to receive postsecondary education.

Federal Grants to Territorial Governments and Institutions

The federal government provides two broad types of support for postsecondary education in the territories: direct and indirect assistance. Direct assistance includes a vast array of categorical programs for states and institutions. Though several federal agencies administer related programs, most postsecondary education programs are under ED. Direct assistance from the federal government also includes special Interior funds to the territories -- funds which are sometimes earmarked for postsecondary education, such as the $600,000 earmarked last year for the College of Micronesia.

Indirect assistance, by contrast, involves general territorial assistance administered by Interior. Because local government budgets are largely supported with these general funds, local appropriations for postsecondary education reflect indirect federal support for postsecondary education. This indirect federal support is different from direct federal support in that territorial governments ultimately determine the level of these postsecondary education expenditures.

Direct and indirect federal assistance for territorial postsecondary education is derived from several pieces of legislation, and thus reflects a broad range of national goals. Relevant authorizing legislation for ED programs alone includes some of the following acts:

Second Morrill Act
Higher Education Act
Adult Education Act
Vocational Education Act
Elementary and Secondary Education Act
Career Education Incentive Act
Rehabilitation Act
Mutual Educational and Cultural Exchange Act
Housing Act
Education of the Handicapped Act

Direct federal assistance for postsecondary education most often comes from ED. The territories are currently eligible for more than 50 postsecondary programs administered by ED, although many of these have not been funded in recent years. Some ED programs are designed to meet a broad range of postsecondary education goals:

- to increase access to higher education for disadvantaged groups (e.g. Architectural Barriers Removal, Upward Bound, Educational Opportunity Centers)

- to support and develop specialized postsecondary education curricula (e.g. Foreign Curriculum Consultants, Aid to Land-Grant Colleges)

- to construct or modify postsecondary education facilities (e.g. Interest Subsidy Grants and Loans for Academic Facilities, College Housing Loans)

Other ED programs are designed to meet other educational goals, but include postsecondary education as one way of meeting these goals:

- to provide basic education to persons with limited educational preparation (e.g. Adult Education)
- to provide vocational education (e.g. Vocational Education Basic Grants and Programs for the Disadvantaged)
- to add to the current body of knowledge on various subjects through research, innovation, and demonstration (e.g. Career Education Model Demonstration Program, National Adult Education and Dissemination)
- to train personnel in various fields (e.g. Guidance and Counselling, Gifted and Talented Children, Vocational Rehabilitation Personnel Training)
- to provide technical assistance to state agencies (e.g. Handicapped Regional Resource Centers)
- to strengthen elementary and secondary education through teacher training and curriculum development (e.g. Territorial Teacher Training Assistance Program, Teacher Centers)

Discussions with federal and territorial officials suggest that the territories participate in no more than one-half to two-thirds of the ED postsecondary education programs open to them. Data on territorial participation is scattered and inconsistent, but Exhibit 2 illustrates the territories' participation in 19 ED postsecondary education programs during FY 80 and FY 81. (Eighteen of these programs were also open to the states; the 19th program was designed specifically for the territories.) Although a few programs are missing from this table (such as University Community Service), the vast majority of ED postsecondary education grants received by the territories are included.

The territories received over $9 million from the 18 programs open to the states during FY 80 and FY 81. This represented .39% of all the funds awarded under these programs. In addition, the territories received $3.8 million from a special program designed only for the territories -- the Territorial Teacher Training

Exhibit 2

DEPARTMENT OF EDUCATION POSTSECONDARY EDUCATION ASSISTANCE TO THE U.S. TERRITORIES* FOR FY 1980 AND FY 1981

PROGRAM	USVI	GUAM	CNMI	TTPI	AS	Total to territories	Percent of total awarded to all states and territories
Postsecondary Education							
Strengthening Developing Institutions	750,000	460,000	0	0	110,000	1,320,000	.57%
Special Services for Disadvantaged Students	0	0	0	429,515	210,120	639,635	.52%
Upward Bound	379,852	0	0	0	0	379,852	.29%
Foreign Curriculum Consultants	0	22,515	0	0	0	22,515	6.96%
Aid to Land-Grant Colleges	100,000	100,000	0	0	0	200,000	3.70%
Educational Outreach	57,214	0	0	0	56,409	113,623	1.01%
Education Information Centers	50,000	50,000	50,000	50,000	50,000	250,000	8.33%
1202/3 Planning	30,396	30,396	30,132	30,396	33,132	154,452	5.15%
Veterans Cost of Instruction	0	17,422	0	0	10,593	28,015	.08%
Adult Education							
Adult Education-State Administered Program	458,784	489,440	146,344	626,902	278,530	2,000,000	1.00%

*For 19 programs.

Exhibit 2

(continued)

PROGRAM	USVI	GUAM	CNMI	TTPI	AS	Total to territories	Percent of total awarded to all states and territories
Vocational Education							
Basic Grants to States	396,879	562,321	292,869	503,874	292,869	2,048,812	.20%
Program Improvement and Special Services	92,126	130,528	68,127	116,956	68,127	475,864	.20%
Special Programs for the Disadvantaged	15,347	21,744	11,389	19,482	11,389	79,351	.20%
Consumer and Home Economics	33,378	47,290	24,769	42,370	24,769	172,576	.20%
State Planning and Evaluation	3,835	5,436	2,747	4,871	2,847	19,736	.20%
Other							
Vocational Rehabilitation Personnel Training	1,161	118,561	0	0	0	119,722	.24%
Personnel Training for the Handicapped	193,472	184,275	58,000	193,000	120,000	748,747	.76%
Career Education State Allotment	19,890	31,005	4,314	33,104	11,687	100,000	.50%
Total	2,582,334	2,270,933	688,691	2,050,470	1,280,472	8,872,900	.38%
Territorial Teacher Training Assistance Program (not open to states)	300,000	350,000	700,000	1,800,000	650,000	3,800,000	100.00%
Total	2,882,334	2,620,933	1,388,691	3,850,470	1,930,472	12,672,900	.54%

Assistance Program. If TTTAP is included, 81% of the $12.8 million allotted went to territorial governments, with the remainder going to territorial postsecondary institutions.

Federal program participation was not uniform across the territories. Exhibit 3 shows that the TTPI received about 30% of the total amount of funds going to the territories under these programs -- the largest single share. If we consider the different sizes of the territories, however, we find that the CNMI received the most per capita. Guam and the USVI participated in the most programs while the CNMI participated in the fewest.

These figures must be interpretted with caution for several reasons. First, there are many programs for which participation data were not available at the time of this study. Second, any comparison between territorial and state participation should cover a much longer period of time. Figures for FY 80 and FY 81 exclude the vast amounts of federal aid received by mainland postsecondary institutions in the 1960's and early 1970's -- when many of these institutions were just developing. In addition, they miss the significant construction grants and loans awarded to UoG and CVI in the early 1970's. Third, comparisons of absolute or per capita awards may be misleading. Since many grants are based on need formulas, a territory which receives a high per capita award may be "benefitting" from a formula which takes into account its large school-age population and low education and income levels.

Though the territories often receive more dollars per capita under any single ED postsecondary education program than the states, they also participate in far fewer programs. There are several reasons for their lower participation rate. First, the territories may apply for certain grants but find their proposals rejected; they may not have met the program's requirements or may have failed to beat the competition. Second, the territories may deliberately choose to not participate; they sometimes feel the program's requirements are inappropriate or burdensome, and they often feel the probability of winning is too small to justify their effort.

Exhibit 3

COMPARISON OF POSTSECONDARY EDUCATION AID FROM DEPARTMENT OF EDUCATION GRANTS ACROSS TERRITORIES*

Territorial Recipient	Total received	Percent of total received by all territories	Per capita award
Virgin Islands			
Territorial government	$ 1,607,010	12.68%	$29.4
CVI	1,275,324	10.06	
	2,882,334	22.74%	
Guam			
Territorial government	1,922,486	15.17%	
UOG	698,447	5.51	
GCC	0	0.00	
	2,620,933	20.68%	$25.0
American Samoa			
Territorial government	1,599,759	12.62%	
ASCC	330,713	2.61	
	1,930,470	15.23%	
CNMI			
Territorial government	1,388,691	10.96%	
NMCC	0	0.00	
	1,388,691	10.96%	$82.7
TTPI			
Territorial government	3,761,470	29.68%	
COM	0	0.00	
CCM	89,000	0.70	
MOC		0.00	
	3,850,470	30.38%	$31.90
TOTAL	$12,672,900	99.99	$59.60

*For 19 grants.

Exhibit 3

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Third, the territories may be unable to participate; they may not have the personnel or expertise to write a proposal or administer a program. And finally, the territories may not know about all the available programs. Misinformation or the lack of information may thus limit the territories' participation in federal postsecondary education programs.

Assessment. Those programs in which the territories have participated have generally provided much needed and appreciated assistance for postsecondary education in the territories.

- Federal grants have helped the territories meet some important needs. Territorial officials cite many examples of programs and facilities which would not have existed without federal support. CVI and UoG benefitted enormously from federal construction assistance in the early 1970's. More recently, all the territories claim they have benefitted significantly from the TTTAP and Title III programs.

- Federal program restrictions have sometimes protected postsecondary education programs from local politics. In one territory, for example, the local government refused to release TTTAP funds for expenditures already approved by Washington. The program director in Washington wrote a stern letter to the local government and eventually the funds were released.

- Federal program requirements have often forced the territories to collect data and implement better management practices. For example, territories must try to plan and organize their programs if they are going to write good proposals. In addition, once they have received funding, the territories use the regulations as a "how to" manual to help them set up their programs. Finally, more than one territorial program manager has said that writing annual reports helps him review his program's successes and failures.

Nevertheless, the territories feel there is still significant room for improvement in federal assistance to postsecondary education.

- Territorial institutions need federal funds to support basic needs, while most federal programs are designed to be only supplemental. Unlike the states, the territories are still trying to develop an educational infrastructure. They need buildings, plans, management, faculty, and so on. But weak local economies limit the local revenues available for such large and basic needs. Territorial institutions need more development assistance -- just as mainland colleges needed help 10 to 20 years ago.

One college dean described a federal program that "required us to do research which meant we would have had to get advanced technological equipment. But we're at the level of needing Bunsen Burners, just so we can offer chemistry." Another college official summed up the situation: "Our needs are at the bottom end, but federal programs tempt us to go toward the upper reaches. We're out of step with the U.S. educational system. It's already developed -- and we're still scratching the surface."

Territorial colleges too often try to shape their activities to fit federal programs. They need federal programs that fit their needs.

- Territorial institutions need funding to meet increasing demand for postsecondary education, just as federal postsecondary education programs are being reduced or eliminated. Unlike the states, the territories are experiencing stable or increasing enrollments in postsecondary education, yet they may have only one institution to serve students within thousands of miles. In addition, many of those programs most popular in the territories have been or will be reduced, unfunded, or eliminated (e.g. Education Outreach, TTTAP).

- Federal programs limited to only accredited institutions exclude one territory's college from participation. Ironically, NMCC in the CNMI cannot qualify for Title III funds because it is not yet developed enough to receive accreditation. But without federal development funds, it cannot improve enough to meet accreditation requirements. Two other colleges -- CCM and MOC -- have shaky accreditation which also endangers most of their federal funding.

- Discretionary grant applications are often difficult to write and may offer only a low probability of winning. The territories do not have the personnel or expertise to write a great number of grant proposals. And where competitive award criteria are based on cost-effectiveness, innovativeness, or demonstrated expertise, the territories and their relatively young institutions may be placed at a significant disadvantage. One college official told us: "We're discouraged from even trying. We don't feel we can even compete."

- Federal program regulations may be inappropriate or burdensome. For example, federal programs usually prohibit or restrict foreign travel. But, given the territories' distance from the U.S. and proximity to other countries, it might be more practical and desirable to allow territorial officials to attend conferences on neighboring islands. Other examples of troublesome regulations include matching requirements and restrictions on domestic travel.

- The territories need more training and technical assistance (T/TA) than they now receive. In particular, they need on-site T/TA that is geared to their unique needs and circumstances, but on-site T/TA is rare. They cannot simply call up Washington every time they have questions because their phone service is so expensive and unreliable. Further, territorial program managers cannot often afford to travel to program conferences and workshops for T/TA; and when they can, the conferences are usually too advanced for them. Said one federal program manager in Washington: "These schools are more likely to get into trouble through ignorance...and seeing them at a conference where they're one of 800 people doesn't help."

- The territories need better communications with the federal government. Federal officials expect regular mail and information flows to serve the territories as they do the states. But such flows are inadequate. For example, materials sent surface mail or 3rd class can take up to 3 months for delivery in the Pacific. RFP's often arrive in the territories the week they are due in Washington. And territories also miss out on informal information flows that exist within professional organizations, associations, and consortia on the mainland. Finally, the territories sometimes feel their letters to Washington are ignored. "When I write a letter to Washington," said one college official, "I feel I'll get as much result as if I put it in the wastebasket."

- Most ED program managers on the mainland seem to know little about life in the territories. In fairness, the territories often account for such a small amount of federal work that it is not surprising to find ED managers with limited knowledge of the territories. But as a result, the territories spend a great deal of time and effort trying to explain their unique circumstances to ED officials. One program director in Washington admitted that "if the question were, 'Does anybody know the total picture of what goes on in the territories?' then the answer is 'No.' It's really terribly foreign to us."

In sum, direct federal assistance from ED has proven especially valuable to territorial postsecondary education. But the territories do not participate in as many programs as they could. And, in spite of the programs which do benefit the territories, the territories still have many basic postsecondary education needs which are not being met.

Chapter 4

SUMMARY OF MAJOR FINDINGS

Prior to consideration of options for changing federal postsecondary education policy for the territories, it is useful to recapitulate the major findings of the study. Because the level of knowledge about the territories is generally low, the findings will be recast around some of the fundamental questions often asked about postsecondary education in the territories. The answers should provide a useful context for framing and evaluating choices about the appropriate changes in federal policy.

Do the territories need postsecondary education? Many people think of the territories as small, remote islands with tribal cultures and non-cash, subsistance economies. How much postsecondary education do they really need?

Some parts of the territories still reflect this image of the remote island paradise. But most do not. (Parts of Guam and the Virgin Islands look more like urban and suburban America, and the other, less developed territories are moving in that direction.) The rapid economic and political changes of the last 20 years -- induced largely by federal assistance -- have generated a dramatic increase [illegible] the need and demand for education in general, and for postsecondary education in particular. The territories are quite different from the U.S. in many respects, but they do now have the full range of postsecondary education needs: professional, managerial, technical, vocational, and adult basic education, as

- The governments are just developing. The dramatic increase in government employment over the last 20 years has left territorial governments with the same dilemma: for too many positions the choice is between higher-priced outsiders and underskilled locals. There is a critical need for teacher training, in particular, and upgrading the skills of government employees in general.

- The postsecondary institutions are just developing. All are relatively young and most have existed for ten years or less. They need improvement across the board: administration, instruction, facilities. Moreover, there are no alternatives a few miles away. The alternatives are far away and costly to attend. The territories need on-island postsecondary education, and the territorial colleges still need help to develop.

- Almost all postsecondary education costs are higher in the territories because of their remoteness. Compared to the states, it is more costly to send students to mainland colleges and it is more costly to provide postsecondary education on the islands.

The territories are unique. And their starkly different circumstances have a direct effect on their needs for postsecondary education.

Do the territories need their own colleges? These islands have relatively small populations; the largest (Guam) has about 100,000 people and the population centers of the other territories range from 12,000 to 40,000. How can these small populations support institutions of postsecondary education? Can't they just send their students to the mainland?

This is partly a question of efficiency -- what is the best way to meet postsecondary education needs for the territories -- and partly a question of territorial pride and prestige. The answer is that the territories need a mix of on-island and off-island postsecondary education opportunities.

well as general (liberal arts) higher education. Just being part of the "American family" -- with all the attendant laws and regulations, standards and expectations -- has created a substantial need for postsecondary education.

The territories have come a long way in 20 years, but they still have a long way to go. The need for more postsecondary education is unquestionable.

Do the territories have "unique" needs, compared to the states? If the territories are becoming more and more "Americanized", do they really have different needs? We hear a lot of vague assertions about how they are different, but how do these differences affect their postsecondary education needs?

The territories are geographically, demographically, culturally, economically, and politically unique in the American system. And each of those differences has implications for the need for and provision of postsecondary education. Most importantly:

- The school age population is rising rapidly -- not declining as in the states -- and is a higher proportion of the total population. Thus, the demand for postsecondary education is increasing for demographic reasons.

- The general education level is much lower than in the states. Thus, basic needs are greater, and postsecondary education must begin with substantial remediation. Also, there is an increasing demand for adult basic education from those who never went to high school.

- The economies are just developing. There is a wide range of unmet manpower needs, particularly vocational and technical. The territories need basic vocational skills (like carpenters, plumbers, and mechanics) that are taken for granted in the states. They also need mid-level accounting and management skills. In many cases current positions are filled by mainland Americans or aliens, who the territories want to replace with indigenous workers. In other cases positions are filled by underskilled islanders who need in-service training.

- Territorial: There is a demonstrated, fundamental need for some level of postsecondary education delivery in each territory, if only for teacher training and other in-service training to improve the skills of personnel not in a position to leave the islands. Some postsecondary education can only be provided on-island; some can be provided much more efficiently on-island. This training will be provided on-island even if there is no formal college. (NMCC is a good current example of a college forming around the need to coordinate existing on-island training. All territorial colleges started this way.) Beyond that, it is a question of size and scope. Probably each territory can efficiently support a two-year college. Some can support a four-year college; and some can offer selected graduate programs.

- Regional: A regional orientation can help the territories provide broader scale postsecondary education opportunities more efficiently in two ways: by attracting students from other islands to attend territorial colleges and by coordinating curricula and negotiating articulation agreements.

- Mainland: Some postsecondary education needs can probably never be met on-island. Professional training, graduate degrees, even four-year degrees for smaller islands are likely to remain beyond the scope of territorial colleges. Regional cooperation could be developed much further to improve opportunities in the Pacific. But the territories will always have to rely on mainland institutions to meet a substantial part of their postsecondary education needs. And there will always be a great demand for off-island postsecondary education as a matter of personal choice. Territorial colleges are not likely to compete with mainland colleges for the best students. And many students want to go to the mainland, simply, as they put it, "to get off the rock."

Thus, the territories do need on-island postsecondary education to meet some needs; but they also need off-island postsecondary education to meet other needs.

Can the territories finance their own needs for postsecondary education? The territories have less developed economies than the states. The people are poor. The governments are poor. Unlike the states, the territories are heavily dependent on the federal government to finance postsecondary education. Without federal assistance some of the territorial colleges might not exist.

Without federal assistance few of the territorial students could afford to go to college. One could argue strongly that there is too much now being spent on postsecondary education for territorial students, or that too much is being spent on the wrong kind of postsecondary education. But it would be difficult to argue that the territories could make it on their own.

What is the current federal role in territorial Postsecondary Education? Federal postsecondary education policy toward the territories is virtually the same as federal postsecondary education policy toward the states: basic financial assistance to needy students and supplemental grants to postsecondary institutions. (The major exception is the general revenue grant from Interior, which may be used to support postsecondary education.) Like most programs that provide federal aid to the territories, federal postsecondary education programs are designed for the states. From the federal perspective, the territories receive little money and therefore deserve little special attention. Rarely is there any deliberation about the appropriate federal role in territorial postsecondary education.

Thus, federal postsecondary education policy toward the territories is based on the same principles and assumptions that underlie policy toward the states:

- The fundamental responsibility for education rests with states and with individuals. The federal role is to supplement those state and local and private efforts.
- The need and demand for postsecondary education is declining as demographic shifts decrease the school-aged proportion of the population.
- Existing institutions are adequate to serve current and future demands, so facilities and other development programs are less important than they were 10 or 20 years ago.
- State and local governments have the capacity and resources necessary to meet most remaining postsecondary education needs.

Based primarily on the assumptions of decreasing need, the federal role in postsecondary education is diminishing for the territories, as it is for the states.

Do federal postsecondary education programs meet the needs of the territories? Federal programs are responsible, directly or indirectly, for much of the accomplishments and the problems in territorial postsecondary education.

- Student financial assistance, most importantly BEOGs, provides access to postsecondary education for many territorial students who would not otherwise be able to afford to go to college. Indirectly, student aid has also been a major revenue source for some territorial colleges. Altogether, these federal programs have helped increase the supply of trained manpower for the territories.

  Student assistance has also created many problems. Students sometimes "abuse" the grants, using them as tickets to the mainland. They are often unprepared academically or culturally, and therefore drop out before completing a degree. They are often undirected, and therefore get inappropriate training. Equally important to the territories, BEOGs drain talent from the territories and dollars from territorial institutions.

- Grants to institutions comprise a relatively small part of the revenues of territorial colleges, though they do fund a number of important programs. The TTTAP and Title III development grants have been particularly helpful. In addition, federal planning and evaluation requirements have sometimes helped the territories manage programs better.

  However much they help, federal grants do not adequately meet the basic needs of territorial colleges. The grants are designed for supplemental needs or innovative approaches, not for basic development needs. Financial matching requirements or perceived competitive disadvantage often deter participation in discretionary programs. Regulations are sometimes inappropriate, either prohibiting needed activities or distorting priorities. And finally, federal program support is inadequate; territorial colleges need training and technical assistance, but they get almost none.

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Federal programs meet some important needs and ignore others. They also create some irritating problems. But the fundamental problem is that federal programs are designed for the states, not the territories.

Should the federal role be different for the territories? On the basis of the study findings, it would be difficult to argue otherwise. The territories *are* unique. Their current needs *are* greater. Their own resources *are* more limited. The assumptions underlying federal education policy do not fit the cirumstances of the territories. Programs designed for the states cannot adequately address the postsecondary education needs of the territories. To be responsive, federal policy must be tailored to territorial needs.

The proposed reductions in federal postsecondary education programs are going to hit the territories disproportionately hard unless other changes are made to meet territorial needs more directly. Meeting those needs does not necessarily mean more money. But it does mean changing current policy.

Section 1204 of the Higher Education Act gives the Secretary broad authority to modify current programs to meet the needs of the territories. It also asks the Secretary to make recommendations to the Congress regarding any changes necessary to redirect federal policy to meet the unique needs of the territories. The findings of this study suggest that there is ample opportunity for the Department and the Congress to improve federal postsecondary education policy for the territories.

Chapter 5

FEDERAL POLICY OPTIONS

There is a broad range of federal policy options for assisting postsecondary education programs in the territories. At one end of the range, the federal government could charter and operate territorial colleges directly, similar to arrangements with Howard University and Gaulladet College. At the other end, the federal government could provide no-strings general revenue grants to the territories, allowing territorial governments maximum flexibility to allocate their resources for postsecondary education or any other competing needs. The Department or the Congress may wish to consider the full range of policy options. On the basis of discussions with over two hundred officials at both the federal and territorial levels, however, it appears that most interest centers on the middle ground:

- Current Categorical Programs. Marginal changes in administration or regulation of current programs could remedy many problems, yet retain the basic federal/territorial relationship, with the federal government assisting for specific purposes.

- New Special Purpose Programs. New programs could be designed to meet the specific needs of territorial students and colleges. Some such programs already exist or have been authorized. Others could be developed.

- Grant Consolidation. This is the special authority for territories to shift funds among categorical programs. Consolidation has already been successfully implemented for elementary and secondary education grants. Grant consolidation could be modified to extend more advantages for territorial colleges.

- Block Grants. The federal government could aid territories through special block grants for education, or postsecondary education in particular, so territories could define programs to meet their own unique needs.

Some changes could be implemented by administrative action and some by modifications in regulations within current law. Other changes clearly require legislation.

During the course of the study a number of critical problems were identified, problems with the way postsecondary education is provided in the territories and problems with the way the federal government tries to assist territorial postsecondary education. The study team also evoked and/or developed a wide range of specific policy options for dealing with the major problems of territorial students and colleges. Most of these changes can be selected alone or in any number of different combinations. To facilitate consideration the options will be presented and discussed in packages according to the level of activity required by the federal government:

- Administration: These options could be implemented without changes in either the law or regulations.
- Regulation: These options would require changes, modifications, or waivers of current regulations, but would not require changes in legislation.
- Legislation: These options would require changes in the law.

It is important to remember, however, that these option packages are not fixed. It is possible to mix and match the options within each package, or to choose different options for different territories or postsecondary institutions.

It is also important to note that these options are not the recommendations of the USR&E study team. We were asked to develop options -- a wide range of options -- for consideration by the Secretary and the Congress. Many of the options are contradictory; many others overlap. No one could recommend adoption of all these options as a coherent policy. It is left for each reader, and the ultimate decisionmakers, to choose the appropriate federal policy.

Exhibit 4 presents a matrix of specific options to address the major problems identified in territorial postsecondary education. For each problem the options are divided into four categories corresponding to the three levels of federal policy changes -- administration, regulation, and legislation -- and a fourth column for territorial initiatives. The remainder of this chapter briefly summarizes these option packages and the major strengths and weaknesses of each.

Student Financial Assistance

The major problems faced by territorial students are higher costs and lower income, lack of adequate preparation, and lack of adequate guidance. Federal financial assistance, principally Pell grants, helps a lot of needy students; but federal aid also exacerbates some problems.

Administration. Some of these problems can be addressed through administrative actions:

- Fund development/dissemination of remediation programs.
- Fund development/operation of orientation programs for mainland-bound students.
- Encourage regional cooperation to reduce costs and provide more relevant education.

These could be funded through existing programs (probably Title III) at limited cost. For the most part, they would help prepare and orient students better, but would not affect greatly some of the other problems associated with BEOG.

Regulation. Beyond some relatively minor adjustments, there seems to be little in this area that can be accomplished through changes in current regulations.

Legislation. Significant changes in student aid would have to be accomplished through one or more legislative actions. Some changes would address the need for remediation and orientation.

Exhibit 4

FEDERAL POLICY OPTIONS

PROBLEMS	ADMINISTRATIVE	REGULATIONS	LEGISLATION	LOCAL
STUDENTS				
1. Many territorial students are unprepared for college • academically • culturally • socially	• fund (Title III) development/dissemination of remediation programs (like CVI, ASCC) • fund development of orientation programs for IA students going to the mainland		• establish special remediation program for IA students • establish orientation program for IA students	• improve ESE • improve remediation programs • enforce remediation standards at IA colleges (CVI, ASCC models) • channel IA students thru IA colleges for remediation (ASCC Model) • improve HS counselling, orientation
2. Most territorial students face higher costs and have lower incomes	• encourage regional cooperation (in Micronesia) through direct or incentive funding		• increase BEOG allowance • retain SEOG for IAs • convert current programs to special IA student financial assistance program	
3. Many territorial students lack direction. • use BEOG as ticket to U.S. • choose training unrelated to IA needs	• tighter administration of BEOG to reduce some abuses • fund development/dissemination of HS guidance programs		• allow IAs to restrict BEOG • establish special IA student assistance program	• raise tuition at IA colleges • establish/enforce restrictions on local scholarships • encourage students to take voc/tech
4. Many territoral students go to poor mainland schools with inadequate services	• fund development/dissemination of HS guidance programs • discourage/restrict recruiting by "diploma mills"		• allow IAs to restrict BEOG	• improve HS counseling, orientation
5. Many territorial students don't return			• allow IAs to restrict BEOG • establish special IA student assistance program	• establish/enforce local scholarship restrictions
INSTITUTIONS				
1. Territorial colleges have limited resources	• give preference to IA colleges for discretionary grants • give preference for regional initiatives	• waive accreditation requirements (BEOG, Title III) • waive matching requirements • establish set-aside for IA colleges • establish set-aside for regional cooperation • prohibit consolidation of higher ed funds for ESE	• revive programs that have proven useful in IAs (SEOG, Education outreach, 1202 Planning) • limit BEOG use for off-island PSE • allow IAs to restrict use of BEOG • establish special IA PSE development grants • establish endowments for IA colleges • convert to block grants • release COM funds • release land grant endowment (COM, ASCC) • release UoG assistance for Micronesian students	• tighten administration • raise tuition • hire skilled grants administrators

Exhibit 4
(continued)

2. Territorial colleges face disproportionate student remediation needs	• fund development/dissemination of remediation programs • increase T&TA		• allow IAs to restrict BEOG, increase enrollment • establish special program for remediation • convert to block grants	• improve ESE • channel IA students through IA colleges for remediation (ASCC Model)
3. Territorial colleges need better faculty	• fund training and exchange programs for faculty • increase T&TA • Coordinate use of Vista or Peace Corps		• establish special faculty development program • convert to block grant	• tighten hiring standards • fire poorly qualified faculty • tighten administration • raise salaries
4. Territorial colleges need better planning/management	• increase monitoring efforts, enforce accountability standards • increase T&TA • fund training and exchange programs for administrators • increase research, evaluation, information dissemination • encourage regional planning and cooperation	• require/enforce planning as condition of grants • establish set-aside for regional planning and cooperation	• establish special administration development • convert to block grant	• tighten hiring standards • establish training/exchange program (GCC model) • reduce political influence
5. Territorial colleges need better facilities		• waive restrictions on construction/renovation/maintenance	• establish facilities development program • convert to block grant	
6. Territorial colleges need more voc/tech emphasis • certificate and degree programs • in-service training	• increase T&TA	• require voc/tech set-aside • prohibit consolidation of voc PSE • encourage/require government/business involvement in PSE planning	• allow IAs to restrict BEOG • establish special training programs (like TTTAP) • establish special voc/tech programs • convert to block grant	• give more emphasis to voc/tech (Guam or AS models) • increase government/business involvement in PSE planning (GCC Model)
7. Territorial colleges need to attract more/better students	• encourage/develop student exchange programs • increase T&TA • encourage regional cooperation to improve PSE opportunities		• allow IAs to restrict BEOG • establish special IA scholarship program • convert to block grants	• improve schools • raise standards • raise tuition • encourage/require IA students to begin at IA colleges (ASCC model) • establish exchange programs (CVI Model)
FEDERAL PROGRAMS				
1. Federal programs often do not meet territorial needs	• centralize IA functions in ED • increase T&TA	• tailor regulations to IA needs (within bounds of law) • allow separate consolidation of PSE programs • establish set-aside for IAs	• establish new programs for IA needs • convert to block grants	
2. Federal programs often create problems for the territories	• centralize IA functions in ED • improve mail and telephone communication • increase T&TA	• allow greater use of travel • waive prohibition on foreign travel • allow separate consolidation of PSE programs • include discretionary grants in consolidation • establish set-asides for IAs	• establish new programs designed for IA needs • convert to block grants	• hire skilled grants administrator

PSE: postsecondary education
IA: Insular Area

- Fund special remediation program for territorial students.

- Fund special orientation program for territorial students.

Much of the preparation problem is due to inadequate elementary and secondary education. The task of remediation often falls to territorial colleges, but it drains their resources for real postsecondary education. The principal arguments against such programs are higher costs and equity for mainland students with poor preparation.

Other changes address the problem of higher costs faced by territorial students:

- Increase BEOG allowance for territorial students.

- Retain SEOG for territorial students.

These changes would recognize the higher costs faced by territorial students and/or colleges. The primary disadvantage is increased program costs.

The most significant changes, however, would affect student choice:

- Allow territories to restrict and possibly administer Pell grants (where to go, what to take, conditions on completion).

- Convert current programs to a special territorial student assistance program under territorial control.

These changes could have the most far-reaching effects, but they are also the most controversial. Territorial control of assistance could reduce student abuses, channel students into needed training, channel students through territorial colleges, and/or require students to return after mainland education. The major disadvantage is the potential loss of student choice and independence, which would contravene a basic principle of the program.

Grants to Institutions

The major problems faced by territorial colleges are limited resources, limited facilities, limited experience, and limited development. They have some problems attracting higher level students, faculty, and administrators. They have difficulty meeting a wide range of postsecondary education needs for a small population.

Federal grants, to students and to institutions, comprise a large part of these institutions' resources. Federal dollars provide much needed assistance, but they could be targeted better.

Administration. Some of the residual problems can be addressed through administrative actions:

- Give preference to territorial colleges for discretionary grants.
- Fund development/dissemination of remedial programs.
- Fund exchange and training programs for faculty and administrators.
- Fund exchange programs for students.
- Increase monitoring efforts; enforce accountability standards.
- Increase training and technical assistance.
- Increase research, evaluation, information dissemination.
- Encourage/fund programs to promote regional planning and cooperation.
- Centralize territorial functions within ED.

These options are all aimed at increasing the resources available for developing territorial colleges and/or improving the quality and efficiency of their postsecondary education services. Most can be accomplished through Title III funds (and perhaps a slight shift in emphasis, if not regulations). Some of these options also require more direct ED involvement with the territories. But almost all imply an increase in funding levels (or shifts from mainland institutions), which is the primary disadvantage.

Regulation. Other changes would require changes in current regulations:

- Waive accreditation requirements for BEOG and Title III.
- Waive matching requirements.
- Establish set-asides for territorial colleges.
- Establish set-asides for regional consortia.
- Prohibit consolidation of postsecondary education funds into elementary and secondary programs.
- Allow separate consolidation for postsecondary education, with a formula set aside for discretionary grants.

These are all options designed primarily to increase territorial postsecondary education resources or assure territories a greater share of federal grant funds. (The waiver of accreditation standards would primarily assist NMCC, which is not yet accredited, and CCM and MOC, which have more tenuous accreditation status.) Consolidation of discretionary grants would allow maximum flexibility -- almost a general grant for developing institutions -- within current law.

Other options are designed to make programs more responsive to territorial circumstances:

- Waive restrictions on construction and maintenance of facilities.
- Waive or alter requirements for "innovation."
- Waive or reduce travel restrictions.
- Require/enforce planning and evaluation as a condition of grants.
- Require vocational/technical set-aside.
- In general, tailor all regulations to territorial needs, within the limits of the law.

Some of these options would loosen restrictions to account for special needs. Some would tighten restrictions to account for particular weaknesses. There are minimal cost implications; disadvantages must be assessed option by option.

Legislation. Again, the most significant changes require Congressional action.

- Allow territories to restrict and administer Pell grants (where to go, what to take, etc.)
- Convert student assistance programs to special territorial fund controlled by the territories.

Either of these changes could effect a large change in territorial postsecondary education without increasing costs. The territories would be able to restrict use of financial assistance in a number of ways: for some or all students, for use at territorial colleges, for remediation, for the first or first two years of college, for all postsecondary education available at local schools. (Congress could also preempt any of these particular restrictions.) This would screen students headed for mainland schools, reduce total costs of postsecondary education, and aid considerably in the development of territorial colleges. ASCC has done this with local funds with great success for both the college *and* the students. But again, this is a controversial proposal. Many officials, federal and territorial, believe this is the best hope for the territories -- and worth the cost of restricting student discretion for the first two years. Many others believe just as strongly that student opportunities should not be constrained.

Other options are oriented toward special programs designed to meet territorial needs:

- Release COM development funds.
- Release COM and ASCC land-grant endowments.
- Release UoG grant to alleviate the costs of educating other Micronesian students.

These are programs already authorized for which funds have not been appropriated. Other programs could be created:

- Establish special development grants for territorial colleges.
- Establish special endowments for territorial colleges.
- Establish special remediation program.
- Establish special faculty development program.
- Establish special administration development program.
- Establish special facilities development program.
- Establish special in-service training programs (like TTTAP but for nurses, government workers, and others).
- Establish special vocational/technical education program.

These programs, with various levels of specificity, would be designed to meet the specific needs of the territories, and presumably they would replace territorial eligibility for current categorical grants. This policy would recognize a need for developing postsecondary education institutions and a special federal responsibility to assist in their development. Costs would probably be higher; ED effort would be greater. But it would address territorial needs directly.

Alternatively, Congress could give the territories funding with greater flexibility:

- Convert current programs to a block grant.

This option could allow territories the flexibility to design programs to fit their needs. It would eliminate the wasted money and wasted effort of trying to fit territorial needs into federal programs. It would also give the territories clear responsibility for their own postsecondary education programs. Block grants would be simpler to administer than current programs, and more consistent with the Administration policies.

On the other hand, conversion to block grants may result in less funding, less guidance and technical assistance, and less interest from the federal government. And block grants could result in less independence of the colleges at the local level. Altogether, the effect on the quality of education is uncertain.

Nevertheless, block grants may be a good compromise between the special needs of the territories and the reluctance and/or inability of the federal government to provide specially tailored assistance.

Chapter 6

RECOMMENDATIONS OF TERRITORIAL OFFICIALS

In discussions with scores of educators, government officials, and private citizens in the territories, the USR&E study team asked each person for recommendations regarding changes in federal postsecondary education policy for the territories. The first part of this chapter attempts to synthesize the most important "consensus" recommendations of territorial officials. The second part presents the major recommendations of the Pacific Postsecondary Education Council.

Consensus Recommendations

The first preference of an overwhelming majority of territorial officials is for a higher education block grant. Most were skeptical that the federal government would ever pay them sufficient attention to develop a postsecondary education policy (or any policy, for that matter) designed to meet the specific needs and circumstances of the territories. Therefore they prefer more flexibility. With more flexibility they feel they could target federal assistance on their most pressing needs. "Let us design our programs to fit ourneeds, not to fit federal grants."*

It is worth noting that the "details" of a specific block grant program might affect this consensus. College officials want a higher education block grant to go directly to the colleges. Few would support a higher education block grant to the territorial governments (that is, the governor); and none would support a general education block grant including elementary and secondary funds. Officials of territorial governments would generally go along with the preference of the colleges on this matter.

If they cannot have block grants, territorial officials would like a separate consolidation for higher education programs. To be most useful, this consolidation would include discretionary programs with a set-aside for the territories and a waiver of all matching requirements. Most felt consolidation of funding under Title III (Developing Institutions) could, with marginal changes, help them meet their basic development needs.

The most common proposal for a new categorical program was for a special development grant for territorial colleges. Many officials believe the unique needs of the territories, and the unique relationship of the territories to the U.S. government, warrant unique federal programs to meet their needs.

Beyond the form of assistance, however, is the issue of funding levels. With few exceptions, territorial officials think they need more money to support postsecondary education in the territories. Most cite greater needs, higher costs, and more limited local resources. Many claim an unfair competitive disadvantage in applying for federal funds or an unequal distribution of student aid funds to the disadvantage of territorial colleges. Some just say they need more money to meet the obvious needs. All recognize their dependence on federal funds for more help.

Territorial officials usually had strong feelings about Pell grants, but their recommendations were split. Many believe student aid is widely misused or abused by territorial students who go to mainland colleges. They argue that some constraints on the use of Pell grants -- such as channeling unprepared students through territorial colleges for remediation and/or a year or two of college-level work -- would have beneficial results for the students, the colleges, and the territories in general. Other officials strongly disagreed, citing the principles of freedom of choice and access for students. (It is worth noting that only American Samoa now has such a policy for local student aid, although Guam and the CNMI seem to be moving closer to that policy.)

Beyond these major issues, territorial officials made many suggestions for changing current federal programs. Among those most frequently mentioned:

- Waive matching requirements.
- Waive accreditation requirements.
- Provide funds for facility construction and maintenance.
- Provide more training and technical assistance.
- Improve Pell grant administration.

With a few exceptions, most of these recommendations involved problems with current federal programs.

Pacific Postsecondary Education Council

At its May 1982 meeting in Palau, the Pacific Postsecondary Education Council unanimously passed a resolution endorsing the major findings of the USR&E study and proposing a short set of recommendations to the territorial governments, the U.S. Department of Education, and the Congress regarding change in postsecondary education policy for the territories. The Council's recommendations are divided into three categories: local initiatives, administrative/regulatory changes within the authority of the Department, and legislative changes requiring Congressional action.*

Local Initiative. The Council recognized that responsibility for some improvements must rest with the territories. It pointed out that some changes suggested in the report are already taking place; and it encouraged territorial colleges and governments to consider additional changes. These include:

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*The Pacific Postsecondary Education Council is composed of the presidents and board chairmen of each of the territorial postsecondary institutions in the Pacific. The president of the College of the Virgin Islands believes his institution has already achieved most of the local initiatives, but he has joined in endorsing the Council's recommendations for changes in federal policy. The Council has prepared a policy position paper on the study; copies can be obtained from the Council or the office of any of the territorial representatives in Washington, D.C.

- Increase tuition and other local funding.
- Improve academic standards and remediation efforts.
- Channel local scholarship recipients through local colleges.
- Increase efforts to improve college administration.
- Establish greater autonomy from local politics.
- Increase efforts to coordinate academic programs among Pacific colleges.
- Expand regional cooperative efforts to share experience and expertise.

In its resolution the Council has pledged to address, as best it can, many of the problems identified in the study.

Administration/Regulation. The Council called on the Secretary to use the authority of Section 1204 to help improve federal postsecondary education policy toward the territories.

- Allow separate consolidation of all postsecondary education grants, particularly including discretionary grants with a specific set-aside for the territories.
- Waive all matching requirements.
- Tailor all other regulations to the unique circumstances of the territories.
- Provide additional training and technical assistance, including exchange programs for faculty and administrators.
- Request special appropriations for discontinued planning programs to be consolidated on a regional basis.
- Centralize territorial programs within ED and assure equitable treatment of the territories in communications, monitoring, training and technical assistance, and other administrative functions.

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These proposals reflect the Council's highest priorities among the ED policy changes permissible within current legislation.

Legislation. The Council cited the study findings that the territories are indeed "unique" and suggested that, while administrative/regulatory changes could help greatly, legislative changes are also warranted.

- Establish a special endowment (similar to land grant endowments) for postecondary education in each territory.
- Replace current federal grant programs with a special higher education block grant for territorial postsecondary institutions.
- Establish a special grant program to territorial governments for student remediation, orientation, and counselling.
- Allow territorial governments to make some restrictions on the use of Pell grants to territorial students.

Again the Council cited the many desirable legislative changes that could be proposed and emphasized that these few are its highest priorities.

There is a broad consensus among territorial officials that federal programs have contributed substantially to postsecondary education in their territories. But territorial officials are unanimous in their belief that federal policy must undergo at least some changes if it is to adequately address the unique education needs of the territories.

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POSTSECONDARY EDUCATION IN THE U.S. TERRITORIES

APPENDIX

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Prepared for:

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PREFACE

This appendix provides greater detail on most of the topics covered in the final report on postsecondary education in the territories. During the course of the study we gathered a tremendous amount of information about the different postsecondary education institutions and federal grants which would be of interest to some, but not all of the readers. Therefore, we present this material here rather than in the main body of the report. In particular, the reader will find the following presented in greater depth than was possible in the final report: the context of and need for postsecondary education in the territories, goals for postsecondary education, complete descriptions of each territorial institution, and federal postsecondary education assistance.

Due to the severe time constraints under which this study was performed and in the interest of presenting as much of the information that was collected during the study as possible, we have used an unusual format for the appendix. The appendix is in the form of a comprehensive detailed outline. The reader will find that all of the information is there, but it is presented in a concise form.

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GLOSSARY

ABE	Adult Basic Education
AS	American Samoa
ASCC	American Samoa Community College
BEOG	Basic Educational Opportunity Grant
CCM	Community College of Micronesia
CNMI	Commonwealth of Northern Mariana Islands
COM	College of Micronesia
CVI	College of the Virgin Islands
DOE	Department of Education (territorial)
DOI	Department of Interior
ED	U.S. Department of Education (federal)
ESL	English as a Second Language
FIPSE	Fund for the Improvement of Postsecondary Education
FSM	Federated States of Micronesia
FT	Full-Time
GCC	Guam Community College
GSL	Guaranteed Student Loans
IA	Insular Areas
NDSL	National Defense/Direct Student Loans
NMCC	Northern Mariana Community College
MOC	Micronesian Occupational College
PPEC	Pacific Postsecondary Education Council
PSE	Postsecondary Education
PT	Part-Time
RFP	Request For Proposal
SSIG	State Student Incentive Grants
T/TA	Training and Technical Assistance
TTTAP	Territorial Teacher Training Assistance Programs
TTPI	Trust Territory of Pacific Islands
USVI	U.S. Virgin Islands
UoG	University of Guam
VCIP	Veterans' Cost of Instruction Program
WASC	Western Association of Schools and Colleges

Part I

INTRODUCTION

Chapter 1

THE STUDY

The study was mandated by Section 1204 (b) of the 1980 Higher Education Act and will form the basis of a report to Congress. Section 1204 (a) of the Act, in recognition of the unique circumstances and educational needs in the territories, authorized the Department to modify any federal postsecondary programs to meet the needs of the territories.

This chapter discusses the impetus, objectives, and methodology of the study and the organization of this appendix.

Impetus

Section 1204(b) is the Federal government's latest response to its increasing awareness of the special needs of territorial educational systems. There have been several other recent changes in legislation aimed at accommodating the territories.

- In 1977 Title V of P.L. 95-134, Omnibus Territories Act was passed. This law authorized grant consolidation.
- In 1980 Title VI of P.L. 96-205 amended the Omnibus Territories Act and authorized matching waivers.
- Specific legislation permitting agencies to waive or alter regulations for territories have also been passed.

Section 1204(b) of Higher Education Act was championed by Reps. Won Pat of Guam and Phil Burton of California.

- The legislation was developed through close cooperation with the PPEC (organization for PSE in the Pacific).

- Once legislation was passed, the Congressmen and the PPEC worked in concert toward appropriation of funding for study.

Objectives

The objectives of the study are to:

- Provide an overview of PSE in territories -- needs, goals, programs, and outcomes
- Describe and assess the federal role in assisting PSE in the territories
- Develop options for ways to improve Federal efforts in suport of PSE in territories

Methodology

In the first two months of the study, all available published material related to PSE in the territories was collected, reviewed, and analyzed. These materials included:

- Descriptions and regulations of federal PSE programs
- Legislation, testimony, and Congressional reports regarding these programs, and other laws pertaining to territories
- Institutional material, catalogues, and studies of enrollment, trends, and student demographics
- Reports and literature pertaining to the general subject of PSE, to PSE in territories, and to alternative forms of federal funding

During the first two months of the study, the research team interviewed roughly twenty federal officials in ED, OMB, HHS, DOI, Commerce, and DOD. Interviews were aimed at discovering:

- The level of awareness of territorial circumstances among federal program managers
- The participation of territories in federal categorical grant programs and financial assistance programs
- The assessment of the current federal role held by those who implement it

In addition, territorial representatives in Washington, D.C. were interviewed.

Site visits to all five territories and Hawaii were conducted during the second and third months of the study. Interviews were conducted with roughly 250 government officials, business and community leaders, students of territorial institutions, and educators, both postsecondary and secondary. The goal of these interviews was to determine:

- The territorial perspective on the federal role in assistance to PSE
- Specifics of the territorial experience in implementing federal programs
- The need for PSE and the capacity of local and off-island schools to meet those needs
- Reasons for participation and non-participation in federal PSE programs

Additional data collected at each institution included:

- Enrollment trends
- Student demographics
- Institutional revenues and expenditures
- Facilities and physical plant
- Faculty characteristics
- Administrative structures
- Existing institutional reports, e.g., accreditation self-studies, institutional research reports, reports to Board of Regents/Trustees

In addition, a survey of freshman students in the territorial institutions was conducted using the Cooperative Institutional Research Program (CIRP) Survey. The instrument was modified to increase its relevance to research questions. These surveys provide information on:

- Educational background and SES of students families
- Students' majors and career plans
- Students' reasons for attending college
- Students' reasons for selecting college of attendance
- Students' plans after graduation

An extremely small sample of territorial students attending PSE institutions on the mainland took the CIRP survey, as well. These surveys were similarly modified.

In the two months following the site visitation, the research team synthesized and analyzed the information obtained in the course of the study. This material included:

- Written material collected both on-site and before
- Interview data from each territory and institution; Hawaii; and Washington, D.C. agency representatives
- Statistical data from institutions and from territorial student surveys

In the last month of the study the final report was produced and a public briefing on the findings of the report was held at which all of the territories were represented.

Limitations of Methodology

The study is the most comprehensive study of Federal assistance to territorial PSE to date, yet the methodology is not without its flaws.

- Six months is a limited amount of time for a study of this scope. This has posed constraints on the scope and comprehensiveness of the study.
- Most of the territorial institutions have limited record-keeping capacity; our self-reported statistical data may not be entirely reliable.

Organization of the Appendix

The appendix attempts to both generalize across territories and institutions, and to differentiate between them as warranted. It seeks to distinguish description from assessment throughout the entire appendix, both in terms of territorial PSE opportunities and the federal role.

The appendix consists of three major divisions:

- Part I: Introduction
- Part II: PSE in the U.S. Territories
- Part III: Federal Role in Territorial PSE

Part I: the Introduction

- Chapter 1: "The Study" -- the impetus for the study, its objectives, and the methodology and its limitations.

Part II: PSE in the U.S. Territories

- Chapter 2: "The Context of and Need for PSE in the Territories" - economic, governmental, and social factors and implicatins for PSE.
- Chapter 3: "Goals for PSE" - overall and those held for both on-island and off-island PSE.
- Chapter 4: "Territorial Institutions" - an overview of PSE in the territories, separate descriptions of each institution including outcomes and future trends, and an overall assessment.
- Chapter 5: "Regional Cooperation" - description of current efforts, and factors that facilitate or block future efforts.
- Chapter 6: "Mainland Institutions" - description of education opportunities pursued off-island and assessment.

Part III: Federal Role in Territorial PSE

- Chapter 7: "Federal Financial Assistance to Territorial Students" -- a description and assessment of federal role and territorial response.
- Chapter 8 "Federal Grants to Territorial Institutions and Governments" -- a description and assessment of the federal role and territorial response.

PART II

POSTSECONDARY EDUCATION IN THE TERRITORIES

The unique characteristics of the U.S. territories have a direct effect on their need for postsecondary education and on the provision of postsecondary education to territorial students. This part of the appendix presents the study findings on the need for postsecondary education in the territories, and a description and assessment of current opportunities for postsecondary education -- on-island, through regional cooperation, and on the mainland.

Chapter 2

THE CONTEXT OF AND NEED FOR PSE

As members of the U.S. community, the territories share many of the privileges and responsibilities enjoyed by state. But the territories are vastly different from the states in several respects, including size, geography, culture, economics, and politics. They often seem more like small developing countries than like members of one of the most developed countries in the world. And those characteristics which distinguish the territories from the states may also distinguish the territories from each other.

The territories are currently struggling to develop socially, politically, and economically. Although each is seeking its own, unique balance between traditional and modern life styles, all view postsecondary education as crucial to their development.

This chapter describes some of the characteristics which distinguish the territories from the states and from each other, and explores how they might affect postsecondary education for the territories.

2.1 Geography

The U.S. territories are composed of relatively small islands spread out across vast expanses of ocean and sea.

- The closest territory is the U.S. Virgin Islands (USVI): roughly 1100 miles S.E. of Florida; part of an archipelago of 65 islands and cays in the Carribbean.
- The Pacific territories are farther away and generally more dispersed.

- The Trust Territory of the Pacific (TTPI) is farthest away: 2100 islands spread out over 2 1/2 million square miles of ocean; western islands of Palau some 6,000 miles from the U.S. Mainland.

The populations of these territories are also dispersed, although concentrated on a handful of islands.

- There are about 373,000 in total for all the territories.
- TTPI is the most populous and also most dispersed, with 120,800 across 90 islands. Most of the population is concentrated in a handful of islands.
- Guam has 105,000 and is the only IA where the population is entirely on one island.
- Although most of each territory's population is on one or two main islands, significant numbers live on tiny and remote outer islands.

Travel between and within the territories is more expensive and less convenient than travel in the U.S.:

- The more developed tourist centers like Guam and the Virgin Islands enjoy daily air service to other islands and countries.
- Air transportation in the less developed territories is unreliable, infrequent, and sometimes non-existent for the smaller islands.
- Travel to the U.S. is very expensive, with round trip fares to the mainland ranging from about $500 from the USVI to over $2000 from the Pacific territories.

Communication is also limited, expensive, and unreliable.

- The best situation is in the USVI, where an airmail letter takes three days, and a package takes ten days.
- The situation is far worse in the Pacific: A package sent third class mail to Palau can take three months.
- Phone service to USVI is alright, but connections to the Pacific are poor and service is unreliable: people do not even try to call the TTPI -- they just send cables.
- Phone calls can also be expensive: A 15-minute station-to-station call from the TTPI to the mainland costs $40.20.

The tropical climate of the territories is hotter and more humid than on the mainland.

- The climate poses serious maintenance problems for buildings and equipment -- facilities must be rust-, typhoon-, and termite-proof.

The territories are much closer to foreign countries than to the U.S.

- The USVI is much closer to the West Indies and Central America.
- AS lies south of the equator and is closer to Fiji, New Zealand, and Australia.
- Guam and the CNMI lie within three jet hours of most Asian Pacific countries, such as Japan, China, Indonesia, New Guinea, and the Phillipines.

Implications

The geographic remoteness of these islands contributes to the high per capita costs for PSE.

- Local institutions face higher shipping, transportation, and communications costs: Shipping charges can add as much as 50 percent to the cost of materials. Recruitment of staff and faculty is difficult -- they cannot afford to interview applicants from the mainland.
- Students attending college on the mainland face higher costs because of the airfares.

The size and dispersion of the islands also shapes the way in which PSE is delivered.

- Each territory is probably not large enough to support individually a full range of PSE locally.
- Should there be a single regional campus with students shipped in, or should it be a collection of extension campuses on various islands?
- Telecommunications may play a greater role in teaching and administration than it might on the mainland.
- There are probably greater potential gains in regional cooperation than might exist on the mainland.

Physical facilities and equipment must be typhoon-, termite-, and rust-proof. This will add to the costs of locally provided PSE.

Finally, the territories might find it easier to cooperate with foreign PSE institution and officials than with the U.S.

- PSE institutions may seek to model themselves after neighboring institutions like the University of the South Pacific or the University of the West Indies.
- Territorial PSE institutions may seek to attract students from neighboring countries.
- There may be a role for territorial PSE in U.S. foreign relations.

2.2 Demographics

The populations of the territories are growing at a much faster rate than the U.S. population for several reasons.

- High birth rates
- Decreasing infant mortality
- Significant alien immigration

The school age and younger populations (0-14) are relatively larger and faster growing than in the U.S.

- About 45 percent across all the IA's versus 23 percent in the U.S.
- The territories expect the growth to continue.

Ethnic profiles of the territorial populations are also changing.

- There has been sizable immigration of Eastern Caribbeans into the USVI, and Filipinos, Koreans, and Japanese into the West Pacific territories.
- Locals emigrate to Hawaii or the Mainland, particularly Samoans: there are approximately 120,000 Samoans in Hawaii and on the Mainland compared to 32,000 in American Samoa.
- There is a large mainland population in the USVI and Guam.

People in the territories generally have much less formal education than do people in the U.S.

- Differences are particularly noticeable in the smaller territories.
- Fewer people have high school diplomas (e.g., 18.5 percent in the CNMI versus 52.3 percent in the U.S.).

- Figures do not take into account possible differences in quality between high schools on the mainland and high schools in the territories.

Implications

Population growth in the territories, particular in the 0-14 age bracket, signals an increasing demand for PSE in stark contrast to the U.S. where the demand has declined.

The changing ethnic profiles of the territories may also signal changes in the type of PSE demanded.

- Influx of non-English speaking aliens may increase demand for adult basic education or remedial college courses.

Low levels of educational attainment also affect the type of PSE demanded:

- Generally large demand for adult basic and GED education
- Training for workers who have moved into jobs for which they are not prepared. (e.g., 80 percent of Micronesian managers in the CNMI lack a high school diploma and others lack specialized training needed for their jobs)

2.3 Culture

Native or local cultures in the territories are often quite different from modern American culture.

Guam and the USVI are more Americanized than the others.

- Their economies are more developed: Guam has a large U.S. military presence (and the biggest McDonald's in the world) while the USVI enjoy a well-developed tourist industry.
- Modern urban poverty is the predominant characteristic today.
- Guam is still influenced by the Chamorro culture.

Although they are rapidly becoming Americanized, the other territories in the Pacific still retain significant elements of their native Micronesian and Polynesian cultures. Though there is a wide variety of cultures, they share some common themes.

- English is spoken generally as a second language, if at all.
- They are less individualistic than Americans; individual identity is generally derived from the community.

- They are less aggressive and ambitious than Americans; individual achievements are not sought after.

- Sharing is the rule; the concept of owing repayment is unheard of.

- Status is derived from family rank or tribal ties.

- Elders are respected; young people are not encouraged to question their elders or seek independence.

- They are present-oriented: Many languages lack words for "goals" or "planning."

- "Subsistence affluence" relayed attitudes reflecting the traditional societies where all of life's needs were met by nature.

In spite of some of the common themes, there is still a great deal of cultural diversity across the territories.

- There are many different languages. In the TTPI alone, there are at least 11 different languages.

- Ethnocentricity sometimes leads to disharmony (violence between Palauan and Trukese students).

The key characteristic of all these cultures is that they are in a state of flux -- trying to balance the old and the new.

- TTPI is just now emerging from non-cash, tribal societies.

- Exposure to the modern world has elevated expectations faster than capabilities to provide for these new needs.

- There has been a rise in alcoholism, violence, and suicide in Micronesia.

Implications

Certain aspects of traditional Micronesian and Polynesian cultures may limit the ability of territorial students to benefit from U.S. models and institutions.

- Territorial students may need significant remedial work in English; typical college-level texts and materials may be too advanced for territorial students.

- Non-agggressiveness and non-competitiveness may prevent students from participating in classroom discussions.

- Respect for elders may prevent students from asking questions in class.

- Students may have difficulty managing their money: they often turn over their scholarship monies to family and friends; they often fail to understand repayment requirements for loans.

- "Present-orientation" makes educational planning difficult; locals often do not know how to structure plans for the future, e.g., identifying goals, constraints, options.

The differences in local culture and degrees of Americanization may limit the potential for territorial cooperation in PSE.

- USVI is more interested in cooperating with other Eastern Caribbean nations than with other U.S. territories.

- AS is more interested in cooperating with other South Pacific countries than with the other Pacific territories.

- Even Palau and Truk, though both part of Micronesia, would have trouble cooperating, given the hostility between Palauan and Trukese students.

Finally, providing PSE to territorial students may aggravate the effects of rapid cultural change.

- Parents who often lack even a high school education may feel alienated from PSE-educated youth.

- Students who receive PSE in the U.S. may have trouble "fitting in" back home, where job prospects and traditional customs conflict with the students' expectations.

2.4 External Political Relations

Though the territories vary in their relations with the U.S., all are extremely dependent upon U.S. aid and economic connections.

- They all qualify for DOI general assistance grants and most federal categorical grants.

- Some also house U.S. military bases, especially Guam and the Marshall Islands in the TTPI.

- Territorial students, institutions, and governments qualify for federal PSE aid.

All expect continuing relations with the U.S., though the TTPI is in the final stages of negotiating a major change in its status.

- The Trust Territory will eventually split into the three separate entities of Palau, the Marshall Islands, and the Federated States of Micronesia (Ponape, Truk, Yap, and Kosrae).

- These entities will have much greater autonomy than any of the other territories; will become independent entities 15 years after the new compact is signed with the U.S.

- Instead of DOI general assistance and federal categorical grants, they will receive limited general aid from the U.S. over the next 15 years.

- In particular, students will no longer qualify for student aid and institutions/agencies in the TTPI will not receive PSE categorical grants. Instead, the TTPI will receive about $3 million from the U.S. for scholarships, and can choose to spend any portion of its other funds for PSE.

Formal political relations between the territories are generally cordial but limited. Interterritorial cooperation is rare.

- There is very limited sharing of satellite communications in the Pacific.

- There is an organization to promote regional cooperation in economic development, the Pacific Basin Development Council, and it promotes discussions of cooperative economic development in the Pacific.

- But there is no significant interterritorial interaction.

There is a growing interest within the Pacific territories to cooperate with foreign neighbors.

- The territories are as interested in various types of cooperative ventures with their South Pacific neighbors.

Implications

Because of the territories' dependence upon the U.S., the resources available to the territories for PSE are generally limited to the range of federal categorical programs and support from DOI grants.

- These programs are designed, however, for the more developed states: territories usually included as an afterthought.

- Territories generally face the same regulations and requirements faced by states, with a few exceptions.

Relations with the U.S. have shaped the territories' attitudes and expectations. The territories want to emulate mainland standards for PSE.

- Part of this is choice: Territories want to provide the same level and range of PSE opportunities available to other U.S. citizens.

- Part is the result of federal program participation: U.S. accreditation standards are based on mainland college models; competitive grants based on mainland notions of need and appropriateness.

The entire range of federal programs has stimulated demand for PSE among territorial citizens.

- Large, federally supported bureaucracies have emerged in the IAs to administer the range of federal programs; jobs in the government are considered very desirable, and kids want PSE so they can get these jobs.

- Administering federal programs requires personnel with some PSE, e.g., accountants, lawyers, etc.

- Federal grants sometimes set minimum personnel qualifications of those who will run the programs, which further stimulates PSE.

2.5 Local Government and the Budget for PSE

Democratic-style self-government is relatively new to the territories. Territorial bureaucracies evolved swiftly in response to the demands of U.S. territorial status.

- Sometimes there is a conflict between Western style of government and traditional island forms of government.

- AS consciously tries to retain elements of both in its formal government structure; the others appear to be moving towards formal governments more closely resembling mainland models.

- Government is highly personal and political, with loyalty to one's tribe or family more important than loyalty to one's job.

- Government operations are extremely vulnerable to election/outcomes: gubernatorial transitions can paralyze government operations; a change in administration at the top can lead to changes down to the very bottom of the bureaucracy.

- Job creation appears to be a major goal of any government program, over service delivery.

- Merit plays a minor role in civil service hiring and firing. "It's not what you know, it's who you know." "Once hired, never fired."

Territorial governments are largely supported by U.S. government money.

- TTPI is almost totally dependent, having virtually no local economy to tax.

- CNMI received 87 percent of its revenues from the federal government last year, while AS received about 70 percent.

- The USVI and Guam are the least dependent, though complete budget figures were not available.

Not all the territories have data on the proportions of their local budgets devoted to PSE, but it appears to range from 2 percent to less than 8 percent.

- Guam, with two PSE institutions, devotes approximately 8 percent to PSE.

- CNMI, with the least developed PSE institution, spends less than 2 percent on the community college and off-island scholarships.

The fiscal outlook for territorial governments is not promising.

- All face pressing needs which compete with PSE for funds, e.g., sanitation, water, electricity, health services.

- Most anticipating sizable budget deficits next year, which DOI says it will not cover.

Local PSE institutions are not as autonomous from local governments as their mainland counterparts are.

- They rely heavily on local government funds, although the degree of reliance varies across the territories.

- Personnel and other administrative decisions are influenced by local government.

- NMCC and AS procurements are subject to local government bursaucratic procedure.

Implications

There is some local government commitment to PSE in every territory.

- Elementary and secondary education is a higher priority, however.
- The financial level of commitment is extremely vulnerable to change in local political tides.

Local PSE budgets may decrease as local governments try to reduce government deficits.

- Local PSE institutions face very unstable financial situations.

The politicization of government personnel policies and shrinking budgets may distort the benefits of PSE for the territories.

- Providing pre-service PSE to territorial students may not improve the quality of the future government labor force: those already with jobs are not likely to be replaced by better-educated persons and new jobs are not opening up.
- The best and brightest PSE graduates may be discouraged by government hiring policies: They may not want to stay in the territories (or return) after graduation.

2.6 Economic Activity and Growth

The territories' economies are weak and much less developed than the U.S. economy. Though they vary in their degree of development, they share some common characteristics:

- Narrowly based, and extremely vulnerable to fluctuations in a few key industries
- Lack abundant natural resources which might be developed or exploited
- Have disproportionately large public sectors with government the largest single employer
- Have per capita incomes generally much lower than U.S. per capita income

They are all trying to accelerate their development:

- Some, like the TTPI, have only just emerged from non-cash subsistence economies.

- All have seen an incredibly rapid expansion of their public sectors.

- All would eventually like to become economically self-sufficient.

- The TTPI is striving for the most dramatic growth: The least developed of all the territories, it is moving toward self-sufficiency in 15 years.

- The other territories do not expect to become self-sufficient in the near future, but they are trying to expand their economies.

Key sources of private sector activity vary among the territories.

- USVI: relies on developed tourism, oil, and bauxite industries

- Guam: private sector activity primarily in retail, tourism, and manufacturing. It is fueled by U.S. military presence

- CNMI: a reasonably healthy tourist industry

- AS: tuna canneries

- TTPI: minimal private sector activity

Prospects for economic growth also varies across the territories.

- USVI: expects growth in tourism, finance, and real estate

- Guam: wants to exploit its location by becoming a base for U.S. marketing efforts in Asia; also expects tourism to grow

- CNMI: expects tourism to grow

- AS: wants to develop harbor at Pago-Pago, one of the deepest and most protected harbors in the South Pacific

- The Pacific territories all talk about developing fishing and agriculture, though little has been accomplished thus far (even in AS where fish processing is the major industry, most fish are caught by foreign fishing vessels).

The U.S. military makes up a significant portion of the local economy in some territories:

- In Guam it hires 40 percent of all workers

- Various islands on the Marshall Islands have military bases

Employment and Earnings

The territories are all experiencing fairly high levels of unemployment.

- Unemployment will continue to be a problem because of the small local economies.

The territorial government is generally the largest single employer in all the territories, hiring 1/3 to 1/2 of all workers.

- The exception is Guam, where GovGuam hires 20 percent, but the U.S. Military hires 40 percent; if we exclude the military, GovGuam's share rises to 33 percent.

Government is considered to be the most attractive employer.

- Government jobs pay more in the TTPI where the average public sector salary is 78 percent higher than the average private sector salary.
- Government offers job security -- "once hired, never fired."
- It also offers status and fringe benefits.
- Locals tend to be concentrated in the public sector.

All the territories feel plagued by an influx of alien laborers.

- Aliens are largely from Korea, the Phillipines, and the Eastern Caribbean.
- They tend to be concentrated in the private sector, particularly in menial labor and skilled trades, jobs which the locals disdain.
- They pose a dilemma for the territories: On the one hand they perform the work needed to sustain the economy, but on the other hand, their presence depresses local wage rates and makes their work even less attractive to locals.
- In addition, aliens often send their wages overseas to relatives back home, and thus do not recycle their earnings back into the local economy.

Human Resources and Manpower Development Needs

Many of the territories' development problems are rooted in their human resources. Compared to the U.S., the territories' human resources are still largely undeveloped.

- In all the territories, fewer than half of the people have a high school diploma; sometimes fewer than 20 percent.
- Attitudes necessary for capitalist-based development are often missing.
- Locals disdain blue-collar jobs and skills.
- Locals have "less inclination to work," especially in the Pacific, relative to U.S. mainlanders and aliens.

o Less developed territories are in dire need of entrepreneurs.

Few of the territories have clearly identified their specific manpower needs. But, in general, all the territories require the following skills for public sector employees:

- Language and communications
- Business math
- Accounting and finance
- Administration and management
- Information systems and records management
- Clerical skills

The public sector also needs to upgrade elementary and secondary teachers.

For the private sector, the territories need the following types of workers:

- Semi-skilled and skilled labor:
    - plumbers
    - carpenters
    - electricians
- White collar workers
- Managers
- Entrepreneurs

Territorial plans to meet manpower development needs are sketchy and they have little data on these needs. No territory has a comprehensive plan to meet well-defined goals.

- In AS the government directed the college to train a certain number of nurses, and now cannot guarantee all the graduates jobs.
- Limited federal efforts exist outside ED, e.g., SBA executive training workshops in Micronesia.
- Limited private initiatives exist, e.g., training programs by Hess Oil and Hilton hotels in the USVI.

Implications

The rapid expansion of the public and the private sectors has lead to an urgent need for short-term, in-service training. PSE is needed to:

- Train teachers
- Train public and private administrators in management, accounting, finance, planning
- Improve clerical staff's skills
- Improve everyone's English and math

Second, if the territories are to move towards self-sufficiency, they must have PSE to provide pre-service, long-term education/training for a full range of jobs, including:

- Vocational/technical occupations
- White collar workers
- Managers
- Entrepreneurs
- Professionals (doctors, lawyers, accountants, etc.)

Technical training is not enough, however. PSE must also focus on changing the work attitudes and habits of people, if the territories wish to accelerate their economic development. There are several objectives:

- To encourage people to train for jobs in shortage areas
- To instill a sense of 'professionalism' and pride in one's work
- To reduce tardiness and absenteeism among locals so employers will feel less inclined to hire aliens

PSE opportunities may need to be very flexible in order to adjust to rapid changes in territorial economies and development needs.

Inadequate manpower data and planning, however, makes PSE planning difficult.

The weak local economies limit the local resources available for PSE.

- They do not have strong local tax base for government revenues.
- They lack strong private sector from which donations or endowments could come.
- Generally, there are low standards of living which inhibit students' ability to pay tuition and fees.

Chapter 3

GOALS FOR POSTSECONDARY EDUCATION

In this chapter we discuss the major categories of goals for PSE which were expressed by territorial students, faculty and administrative officials in territorial PSE institutions, government officials, members of the business community, and others. These goals are not the goals of specific PSE institutions (such as, expanding physical plants or improving the quality of faculty). These are broad overarching goals which express what the territories hope that PSE can accomplish for individuals and for the territories. The chapter addresses three sets of goals: overall major goals for PSE, goals which can best be achieved through on-island PSE, and goals which can best be achieved through off-island PSE.

3.1 Overall Goals for PSE

The major overall goals which the territories hold for PSE fall into three broad areas: Economic, academic (or liberal arts), and societal or governmental. In general, the territories tend to think first about meeting their economic development needs through PSE, and second about meeting other needs.

1) Provide education and training to meet current and future manpower needs in the territories' public and private sectors.

    - This goal is the major overarching goal of manpower development for the territories. It includes in-service job-upgrading, as well as traditional pre-service PSE.

    - Goal is to train current public and private sector workforce and the future workforce.

- Manpower development is perceived as needed in all areas of public and private sectors: Semi-skilled, clerical, white collar, middle managers, top management, entrepreneurs and professionals.

- Special emphasis is given to vocational/technical training for skilled workers and training for ESE teachers (to upgrade school system).

- The goal is given highest priority in all IAs.

- Members of the business community and government held the goal more strongly than college officials and students.

2) Provide education and training to the local populace so that they can compete with and displace imported foreign and mainland workers.

- This goal addresses one of the bigger problems which all of the territories face to greater and lesser degrees: the influx of foreign labor to take menial and skilled jobs, such as carpenters, plumbers, contract teachers, professionals, and so on.

- Goal is to train local people, so they will have a better chance for competing for the limited number of jobs in their territorial economies.

- This type of manpower development training is perceived as needed in all types of public and private sector positions, but is particularly needed for skilled and semi-skilled labor.

- No other goal was expressed with as much urgency and vehemence. People are very concerned about losing jobs to "outsiders."

- Members of the business community and government held this goal more strongly.

3) Broaden the intellectual horizons of individuals and help them to fully achieve their potential.

- This is the traditional liberal arts goal which is aimed solely at meeting the developmental needs of the individual without regard to the needs of or impact on the territories or their economies.

- Goal is to provide a broad based education which will allow the individual to explore wide range of fields of intellectual endeavors which are not necessarily tied to skill or occupational training.

- This type of PSE includes arts and humanities types of courses.

- Although this goal was widely held, it was not expressed by many with any particular urgency.

- The territories views on this goal are mostly governed by their economic conditions and need. The most developed, USVI and Guam, can afford the luxury to support the goal. The least developed, CNMI and TTPI, cannot. AS is the exception: Although it is not developed economically, there is a firmly based cultural value to support the needs of the individual.

- Educators hold this goal more strongly than anyone. But even people in the government and the business community espouse the view.

4) Provide education and training that will enable individuals to compete for jobs anywhere in the world.

- The territories have limited economies, and it is generally believed that they cannot absorb all the trained manpower that the PSE system produces. Thus, people may have to find employment in other countries.

- Goal is to provide training which is not geared specifically to territorial economic conditions and circumstances, but which could be universally applicable anywhere in the world.

- This type of PSE manpower development training is perceived as being needed for all types of private sector jobs.

- Not a major goal anywhere.

- Goal expressed more frequently in USVI, Guam, and AS probably because they have had a long history of out migration.

5) Promote the economic and social mobility of the local populace.

- This goal reflects the strongly felt need in the territories as developing countries which are still at the bottom of the economic ladder to promote the economic mobility and well-being of their people. It is believed that economic mobility will shake the social structure and promote social mobility as well.

- Any PSE training which serves to enhance the ability of individuals to improve their economic lot will serve this goal.

- Goal is held strongly everywhere.

- USVI and TTPI held the goal more strongly than the other territories. USVI feels strongly because they have seen their economy boom around them and they want to participate in the economic prosperity of their island. In the TTPI many people are concerned about smoothing the transition from traditional island life-styles and class systems to a democratic society. People who are worried that the old class system will dominate and become entrenched in the new governments view of PSE as a way to promote economic and, hence, social mobility.

6) Support an educated citizenry capable of effective participation in a democratic government.

- This goal reflects the territories' status of relatively young political entities which are still in the process of establishing their democratic systems of government.

- PSE is perceived as one of many ways to assist in the transition from past social systems to democratic government.

- It is believed that PSE, just merely through promoting education, not any specific type of training, will enhance people's abilities to be effective citizens.

- Goal not held very strongly anywhere.

- CNMI, AS, and TTPI hold the goal most strongly because they have farther to go in the process of making the transition to a democratic system.

- People in the government expressed this view more frequently than other people.

7) Promote assimilation in Western culture.

- This goal reflects the desire by some territories to change their culture and become more modern and "Americanized."

- PSE, because it exposes students to Western ideas, ways of thinking, and values, is thought to promote this change.

- Goal is not strongly held anywhere.

- The CNMI and AS are the most interested in this goal because they have a long way to go to become modern and they expect continued relations with the U.S.

- The TTPI is not interested in the goal because they are planning on becoming autonomous from the U.S.

3.2 Goals for On-Island PSE

There are a number of goals which can best be achieved through on-island PSE. These are not the goals and objectives of particular PSE institutions, but rather goals for the desired outcomes in the world for individuals and for the territories which could result from PSE that is provided on island.

1) Provide PSE on-island for those people who cannot or do not want to attend college off-island.

   - There are many people in the territories who want to attend college, but require it on-island. Such people include:
     - working adults
     - people who cannot or do not want to leave their
     - families
     - people who cannot afford to go off-island
     - people who did not get accepted by other colleges
     - people who do not want to leave their territories
   - This is the major goal for on-island PSE.
   - The goal reflects a strongly held belief that PSE should be available and accessible to everyone regardless of whether they want to or can afford to leave the territory.
   - The goal was held extremely strongly in all of the territories.

2) Provide professional, technical, and vocational training that is relevant to the public and private sectors in the territories.

   - This goal addresses the need to have PSE tailored to the unique manpower development needs of the territories.
   - It is hoped that local PSE institutions can design curriculum and courses which may fit some of the aspects of jobs in the territories which may differ from jobs in the mainland. For example, social workers must be trained in social problems pertinent to their cultures, not U.S. culture.
   - Also, it is hoped that territorial institutions will be responsive to the amount and type of manpower training that territorial economies require. For example, the territories have had a great need for teacher training in the past, and local institutions responded to this need by providing a lot of teacher training.

- The feeling that local PSE institutions should be responsive to the unique manpower needs of the territories was strongly held everywhere.

- The less developed territories, CNMI, AS, and TTPI, emphasized vocational/technical training. USVI and Guam need training in all areas.

3) Provide in-service, short-term, and job-upgrading training for current public and private sector employees.

- This goal addresses inadequacies in the current workforce. Because both the public and private sectors expanded rapidly many positions were filled by people without the training and qualifications required.

- As a result, these people who are currently working need PSE to improve their skills.

- In most cases, what is needed is not long term degree programs, but short-term, job up-grading.

- The goal is to provide training in all areas, but most particularly for:

    - teachers
    - government mid-level managers
    - government accountants
    - private sector managers
    - private sector white collar workers

- Goal was held in all the territories.

4) Encourage students to work in the territories rather than seek employment in other parts of the world.

- There is some concern that off-island education causes a "brain drain" because students are exposed to the "bright lights" of the states, higher salaries, and a better standard of living. Some people believe that there is a higher probability that students will join the labor force in the territories, if they are educated in the territories.

- Others believe that the "brain drain" is caused by poor local economic conditions and limited jobs available, and that local PSE cannot affect this.

- The goal was expressed in every territory, strongly by some people and completely discounted by other people.

- Although there was more variation within than among the territories, the goal found more support in the CNMI, AS, and TTPI because they experience the greatest difficulty in getting trained people back to their territories because of their depressed wage scales.

5) Prepare students for a successful transition into off-island colleges.

- This goal addresses the concern that some students who go directly from high school to college in the mainland experience difficulty. They may drop out because they are not academically prepared and they experience culture shock.

- It is hoped that on-island PSE will gear its programs to the level of academic performance of territorial students and bring them up to a level where they can later succeed in mainland colleges.

- Also, culture shock may be eased, if it proceeds in two stages. Students can adjust to college life first in their own culture, and then adjust to another culture when they go to mainland colleges.

- Goal was held more strongly in the territories which had solely two-year PSE institutions: CNMI, AS, and TTPI.

6) Provide non-degree oriented education to meet the needs of the adult population.

- The goal addresses the problem that the adult population in the territories largely has a fairly low education level and could use general education.

- Local PSE institutions can serve this goal by providing ABE, personal enrichment courses, continuing education, and so on.

- The goal was expressed in every territory, but it was not a priority anywhere.

7) Provide PSE that is relevant to the local culture and traditions.

- This goal reflects a fairly vague notion that since the territories are different culturally and in other ways, they require "relevant" PSE which can best be provided on-island.

- This type of PSE would focus on:
    - courses about local culture, history, physical conditions, and so on.
    - adjusting curriculum to reflect local unique circumstances; for example, appliance repair training for the types of appliances used in the territories.
    - designing teaching methods to accomodate local ways of learning; for example, learning by doing, not reading.
- Goal was expressed in all territories, but not strongly or clearly.
- Very little discussion of this goal in the USVI probably because they are not culturally as distinct as the other territories.

8) Bring more information, knowledge, and culture into the community.

- PSE institutions are viewed as a general boon to the communities in which they are located because they introduce new ideas and culture that otherwise not have happened.
- PSE institutions can serve this goal through research they conduct, lectures given, concerts performed, exhibits, and so on.
- Goal was not a strong priority anywhere.
- Mentioned more in USVI and Guam probably because CVI and UoG have performed more of these functions than the younger institutions have been able to.

9) Serve the region.

- Local PSE institutions can be seen as providing service to the regions in which they are located as well as to their own territories.
- Goal was mentioned primarily in USVI and Guam. USVI wants to serve the Eastern Caribbean. Guam wants to serve the Pacific territories and Pacific Basin countries.

10) Provide education for aliens.

- Since the influx of aliens is a fact of life, some people hold a goal of providing education to them which will assist in their assimilation into the American way of life. Some of the territories are a "first port of entry" to the U.S. for immigrants.

- Goal was expressed more strongly in the USVI and Guam probably because they have experienced more immigration and have had a longer history with it.

3.3 Goals for Off-Island PSE

Many people feel there are a number of goals which can best be met through PSE on the mainland. In general, these goals tend to emphasize the needs of the individual over the needs of the territory.*

1) Provide types of training and education which local territorial institutions cannot provide.

   - It is widely recognized that because of their small population size the territories do not have the scale to support local PSE institutions which offer a tremendous variety of areas of specialization or degree programs. Therefore, there is a need to provide this off-island.

   - Off-island PSE can offer training in areas, such as electrical engineering or computer graphics, which just a few territorial students would be interested in.

   - Off-island PSE can also offer advanced degrees in medicine, law, and so on which a few territorial students would be interested in.

   - This goal was widely held in all the territories.

2) Provide better students with the academic challenge they need.

   - This goal reflects the understanding that regardless of how much the local institutions improve they will never match Harvard. Academically gifted students were felt to deserve to attend colleges which would allow them to get the best education possible.

   - Goal was supported in all the territories.

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*Some of these goals could also be achieved through military service.

3) Broaden students' horizons and knowledge of the world.

- Everyone understands how parochial and isolated the territories are. Mainland education is viewed as a way to expand territorial students understanding of the world.
- The goal can be accomplished through PSE coursework and also through exposure to mainland culture and lifestyle.
- The goal was viewed as serving the individual regardless of whether he returns to the territory.
- It is also seen as serving the territory, if the student returns, because he will bring back new ideas and ways of doing things.

4) Serve as a means of entry into the mainland.

- Many believe that territorial students should be able to relocate to the mainland if they wish. Others feel that the territories cannot absorb all the trained manpower that the PSE institution turns out. Therefore, students should be able to work in the mainland.
- Mainland PSE is seen as a way of facilitating the immigration and employment of territorial people in the mainland. It gets them to the mainland, trains them in ways that are valuable there, and gives them an opportunity to become acclimated and learn their way around.

Chapter 4

TERRITORIAL INSTITUTIONS

Territorial students have the opportunity to attend college in each of the territories. This chapter describes and assesses the seven PSE institutions in the territories. The first section presents an overview of PSE in the territories. In the second section each of the institutions is described in detail. The last section presents an overall assessment of PSE opportunities at territorial institutions.

4.1 Descriptive Overview

Each of the territories currently has at least one PSE institution offering a limited range of PSE opportunities.

- USVI: CVI: accredited four-year college; liberal arts and career emphasis; associate, bachelors, and masters degrees; adult and community ed.
- Guam: UoG: accredited university; liberal arts and career emphasis; certificates and associate, bachelors, and masters degrees in selected areas; some in-service training.

  GCC: accredited vocational school; certificates and associate degrees; apprenticeships and adult and community ed.
- CNMI: NMCC: unaccredited institution, but offers accredited contract courses through UoG, GCC, and San Jose State; liberal arts and career emphasis; courses leading to certificates and associate, bachelors and special one-time masters program; adult and community ed.

- AS: ASCC: accredited 2-year community college; liberal arts, career, and vocational courses; certificates and associate degrees; courses leading to a bachelors in education from Univ. of Hawaii-Manoa; adult and community ed.

- TTPI: COM: an umbrella organization for two constituent colleges.

  CCM (Ponape): accredited 2-year community college; liberal arts and career emphasis; certificates and associate degrees. It includes the CCM School of Nursing (Saipan): accredited school of nursing; associate degree.

  MOC (Palau): accredited vocational school; certificates and associate degrees; adult and community ed.

  COM Extension Centers: CCM and MOC courses offered in the six TTPI district centers.

History and Governance

The earliest PSE in the territories was oriented around teacher training and operated by territorial DOEs.

- The oldest institution, UoG, began as a small teachers college in 1952; next oldest, CVI, opened in 1962 and offered both liberal arts and teacher education.
- Even the most recent territorial institution oriented around teacher training (NMCC).
- Exception is the TTPI, where the CCM School of Nursing, was originally established in 1953 specifically for nurses' training.

Territorial institutions were generally preceded by a collection of contract PSE courses; the institutions evolved out of a perceived need to coordinate the contract activities.

As a rule, territorial PSE institutions lack significant autonomy from local governments.

- Least autonomous probably is NMCC, which is still under the DOE.
- ASCC is not under DOE, but considered a separate agency within the AS Government.
- CVI and UoG are formally autonomous, although UoG lacks autonomy in practice.

- COM is probably most autonomous from territorial government (and its member components are largely autonomous from the central COM office).

- In practice, all PSE institutions extremely dependent on local governments for budgeting, procurement, and personnel, although to varying degrees.

- Legislatures sometimes exercise line item budget control

Most have Governor-appointed Boards.

- They set college policies, recruit and hire, and establish tuition and fee schedules.

- At least one Board has community representation requirements.

- The President, Dean, Provost, or Chancellor is the school's CEO and reports periodically to the Board.

Mission and Goals

The territorial PSE institutions try to fulfill very broad missions and mandates, particularly because most function as the only PSE institutions in their territories.

These institutions generally combine student and territory-oriented goals.

- More developed institutions are likely to emphasize personal and professional enrichment opportunities for the individual (UoG, CVI, ASCC).

- Less developed institutions are more conscious of their responsibility to meet the manpower needs of the territory (GCC, MOC).

But all the institutions are at least partially responsive to the manpower needs of their territories.

- Each territory has an institution offering teacher training and limited career education.

- Institutions are generally much less responsive to the territories' vocational needs (except for GCC and MOC).

The more developed institutions favor liberal arts and career education and would like to expand their roles to serve other territories/countries in their region.

- UoG wants to serve Micronesia.

- CVI wants to serve the Eastern Caribbean.

- ASCC is thinking about how it might serve the rest of the South Pacific.

Accreditation

All the territorial PSE institutions have received accreditation from mainland associations, except NMCC.

- UoG has had accreditation the longest, since 1963.

- Most recent accreditation was obtained by GCC in 1979, as a community college.

- CCM's accreditation is currently in jeopardy because of its Extension Centers and the unstable political environment in the TTPI.

- NMCC is thinking about accreditation, but accreditation is unlikely for the near future. Instead, it offers contract courses through other accredited institutions.

Administration

The administrative structures and practices vary across the institutions, but some common themes are apparent.

- A President, Dean, Chancellor, or Provost serves as chief executive officer, reporting to a governing board

- Division of responsibilities for instruction, student services, and administration

- Very limited needs assessment and institutional planning; best efforts at GCC; CVI at least has a good data base

Revenues

Operating budgets range from $850,000 at CCM to over $10 million at UoG. Revenues are derived primarily from direct and indirect federal assistance.

- Direct federal contributions via categorical grants ranges from 1 percent at MOC to 54 percent at NMCC.

- Other direct federal funds come through earmarked DOI funds, e.g., $200,000 from each of the three TTPI political entities for COM.

- Indirect federal contributions may come through federal student aid or general territorial assistance.

- Local government appropriations compose from about 40 percent to 80 percent of the institution's budget; they reflect indirect federal assistance, thus the U.S. contributes significantly to local budgets.

- Some schools, such as CCM and MOC, rely heavily on tuition and fees, where they account for almost half the college's revenues, while other schools, such as ASCC, charge little or no tuition.

Expenditures

Expenditure patterns for territorial institutions are not that different from those of comparable mainland institutions

- Most territorial institutions spend at least half their budgets on administrative and faculty salaries.

- Maintenance eats up a large portion of the budget at schools like GCC, where the physical plant faces serious deterioration.

- Repatriation and travel expenditures for contract teachers are also significant, particularly at CCM.

- Only UoG and CVI spend a significant amount on research -- usually federal funds earmarked for research.

- Construction expenditures in recent years are quite limited.

Facilities

The quantity and quality of physical facilities varies widely across the institutions

- CVI is at one end of the spectrum. Although its facilities are cramped, the buildings and campus are attractive and well-maintained.

- CVI contrasts with schools in the CNMI and TTPI: NMCC has no facilities of its own and uses high school classrooms in the evening; CCM is housed in WW II quonset huts and butler buildings.

- CVI and UoG have well-developed research institutes and libraries, in contrast with NMCC which has no college library at all.

Faculty

The average educational background of the faculty is low by mainland standards.

- Less developed schools have the greatest problems: at MOC, for example, 31 percent of the faculty have no degrees at all.

- Even at the more developed schools, faculty may have degrees from obscure or unaccredited schools (noted by WASC in its evaluation of UoG).

- The contract faculty from the mainland or Hawaii are usually better educated than the locals, but leave after a couple of years, thus contributing to a generally high turnover among the better educated faculty.

Faculty workloads are probably comparable to mainland positions, but salaries are generally lower.

- Student/teacher ratios range from 8:1 at CCM to 22:1 at GCC.

- Salaries for Ph.D. faculty start as low as $13,000 in some colleges.

Admissions

Most territorial institutions have open admissions policies.

- Undergraduate programs are generally open to anyone with a high school diploma or the equivalent (though CCM's School of Nursing also requires a 3.0 GPA and specified years of high school preparation in English, math, science, and social science).

- Graduate programs usually just require a bachelors degree and minimal college GPA.

- Non-degree or non-credit courses usually have no restrictions.

- In some cases, students may enroll in credit courses without a high school diploma, but then must complete remedial courses prior to receiving a degree.

Students

Territorial students make up the bulk of students at territorial institutions.

- CCM is unique in that 92 percent of its students come from the FSM, though the school was intended to serve the entire TTPI.

- Less developed schools serve almost solely students from their own territories.

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- More developed schools seek to serve a wider audience: 13 percent of UoG's students are Micronesians from the TTPI; 20 percent of CVI's students are from other Eastern Caribbean islands.

The ratio of full-time/part-time students varies across institutions, and partially reflects the age distribution of the student bodies.

- UoG, CCM, MOC and ASCC serve mostly full-time students who fall within the 17-21 age bracket.

- CVI, GCC, and NMCC serve primarily older, part-time students, most of whom have full-time jobs.

Men tend to outnumber women in vocational programs while women slightly outnumber men in education/liberal arts programs.

Cost of Attendance (C-O-A)

Most institutions believe educational costs should not restrict students from seeking PSE.

- C-O-A (tuition and room and board) for residents ranges from $1,500 at ASCC where no tuition is charged to $3,500 at MOC for a school year.

- Tuition composes a large part of students' expenses at CCM and MOC, and a very small proportion at NMCC (and nothing at ASCC).

- Non-residents face higher costs due to either high tuition rates, transportation costs, or room and board expenses (like non-residents at state schools).

Students are generally able to meet the costs of education, particularly with federal student aid.

- Most financial aid is federal student assistance.

- Most FT students are eligible for and receive federal assistance (except at ASCC where many eligible students do not apply).

- BEOG is the most used federal program, followed by SEOG and CWS.

- CCM and MOC gear tuition rates to the maximum BEOG award.

- There is reluctance in the Pacific territories to use federal loan programs; banks and schools fear high default rates.

- Local scholarships help meet the financial need for many students.

Programs

The territorial schools are primarily oriented around their certificate and degree programs. (See Exhibit 1.)

- The majority of students are enrolled in these programs; the bulk of institutions' resources, attention is devoted to these programs.
- Certificates: generally easier to obtain than an associate degree; usually awarded for vocational courses.
- Associate degrees: offered at all schools; in liberal arts, education, and vocational areas; usually two years of FT or the equivalent; can be terminal or transfer degrees.
- Bachelor's degrees: offered at UoG, CVI; NMCC and ASCC provide courses leading to bachelor's degrees in education from UoG and UH, respectively.
- Master's degrees: offered at UoG and CVI; one-shot program at NMCC with SJSU; in special fields such as education, business, public administration, and selected liberal arts.
- No doctorate degrees.

Remedial programs are an important part of each school's curriculum, particularly because English is a second language for most students.

- English remediation is very important; math to a lesser extent.
- Most developed formal programs are at ASCC, CVI, and UoG (NMCC has no formal remedial program).
- Remedial courses are generally "credit-bearing" and thus count towards FT status, but cannot be applied toward a degree.
- Many schools see most of their freshmen enrolled in remedial English courses.

Territorial schools offer a range of adult and community education courses.

- Every territory has at least some adult basic education.
- ASCC has a well-developed and community-oriented array of adult and community education courses including GED, vocational, and enrichment courses.

Exhibit 1

TERRITORIAL POSTSECONDARY EDUCATION INSTITUTIONS COURSES, DEGREES, AND ACCREDITATION STATUS

	CVI	UoG	GCC	NMCC	ASCC	CCM	MOC	CCM: School of Nursing
Types of courses:								
Liberal arts	x	x		x	x	c		
Career	x	x		x	x	x		x
Vocational			x		x		x	
Adult/community education	x		x	x	x	x	x	
In-service training	x	x		x	x	x	x	
Apprenticeships			x					
Certificates/Degrees:								
Certificates			x	x	x	x	x	
Associates	x	x	x	x	x	x	x	x
Bachelors	x	x		*	**			
Masters	x	x		***				
Accredited:	x	x	x		x	****	x	x

*Bachelors offered through UoG

**Courses leading to a bachelors in education from UH-Manoa.

***Masters offered through San Jose State University

****On probation.

- CVI and UoG provide special in-service training and research activities for local government and industry.

- CVI and UoG have cooperative/extension services which provide technical assistance/instruction to the community in such fields as parenting, nutrition, and farming.

Other special programs also vary widely across institutions.

- UoG and CVI have well-developed research institutes.

- Some institutions cooperate with other institutions in offering advanced degrees (ASCC and UH for a bachelor's degree in education; NMCC and SJSU for a one-time master's program in education).

- CVI has an Upward Bound program.

- CVI also has special cooperative programs with businesses and other schools which include pre-engineering and student exchange programs.

Other Services

The range of student services also varies dramatically across territorial institutions.

- Some institutions have well developed counselling services (e.g., CVI, ASCC).

- Some have very limited counselling services (CCM, MOC, NMCC).

- Placement services are generally less developed than counselling services; the more developed have some career and job search assistance; some of the less developed have no placement services at all.

- Alumni services are also largely undeveloped; CVI is the most developed with a full-time Alumni Affairs Officer.

OUTCOMES

Most schools have very limited data on outcomes.

- Only CVI has a well-developed data base on outcomes.

- Others lack personnel, hardware, and/or expertise to gather and organize data.

- NMCC is too new to have certain outcomes, e.g., first students graduate in Spring 1982.

Admissions

Admissions policy for most colleges is open enrollment. The goal is to provide access to all who want to attend PSE.

- Normally, a minimum high school GPA of 2.0 is required where restrictions exist.

- Standardized tests are generally not required for admissions; where average SAT scores are reported, they fall within 300-400 for math and verbal scores.

- Matriculation rates were reported at only a couple of schools.

Enrollment

Credit or degree programs serve the largest number of students at each institution.

- There are a total of about 9,500 students attending the major degree and certificate programs of the territorial colleges.

- Adult and community education courses generally compose the remainder of courses/services offered by these institutions (though data on these courses is sparse).

- Non-credit, in-service training plays only a minimal role.

Enrollment by majors varies with the orientation of the school.

- Total enrollment in career and vocational courses exceeds total enrollment in liberal arts.

- Education courses are heavily subscribed in each territory, reflecting each territory's concern about teacher training.

- Business majors are also popular, where offered.

Freshmen tend to make up a larger fraction of students than any other class.

- This is not surprising since most of the schools are two-year schools.

- Graduate programs are generally small relative to undergraduate (where they exist, e.g., UoG, CVI, NMCC).

Graduation/Attrition

Standard measures of graduation and attrition are rarely computed. When they are they often fail to capture the essence of activity at each school.

- Attrition rates at territorial colleges vary significantly. 18.5 percent of UoG freshmen graduate with B.A. degrees, but 95 percent of ASCC students receive their A.A.s or A.S.s.
- But territorial students do not always proceed in lock-step fashion from one-year to the next: they may drop in and drop out and later drop in again.
- Attrition rates may also include students who transfer as well as those who drop out: but institutions may view transfers as "successes."
- Remedial programs also add to the time (from one semester to one year) it takes for a student to complete a degree.

In general, a fairly small percent of freshmen graduate with degrees.

- CVI and UoG award primarily bachelor's and master's degrees.
- ASCC, GCC, and CCM award associate degrees.
- MOC awards mostly certificates and diplomas.
- Degrees awarded reflect the distribution of enrollments in terms of majors and areas of concentration.

PLANS AND TRENDS

The issues facing territorial PSE institutions vary according to their present levels of development, and depend upon the following variables:

- Accreditation status
- Local political environment
- Local government commitment to PSE
- Manpower development needs of the territory
- Source and amount of revenues
- Current state of physical facilities

Nevertheless, some common themes are apparent.

- Most schools are looking for alternative sources of revenue; anticipating federal cutbacks and local government deficits; some considering adding or increasing tuition charges.
- Most are trying to increase their autonomy from the local government.
- Most are attempting to develop or implement academic, financial, or facilities plans.
- Many are considering expanding their programs.
- Some face a conflict between expanding liberal arts versus vocational courses.
- Some face a tension between quality and quantity of offerings -- they want to serve increasing numbers of students and so are impatient to grow.
- Most seek to improve internal management and administration.

While most territories expect an overall increase in demand for PSE, not all the institutions anticipate increasing enrollments.

- UoG, in particular, is worried about declining enrollments.
- Nevertheless, territories unlikely to experience a decline like that experienced on the mainland.

DIFFERENCES FROM MAINLAND PSE

In general, these institutions model themselves after PSE institutions in the U.S., but circumstances in the territories make them different in several ways:

- They are much younger than many mainland schools, and evolved as the first and often only PSE institution serving their regions.
- They have less autonomy from their local governments then do mainland institutions.
- Their mandates are extremely broad, reflecting the fact that they are often the sole PSE institution in their areas.
- They have minimal administrative and planning experience.

- They rely to a very large extent on direct and indirect federal assistance -- to students and territorial governments as well as PSE institutions.
- Many lack adequate physical facilities, including libraries.
- Faculty have less educational background than their U.S. counterparts, and experience much more turnover.
- Admissions policies are generally open at all the schools.
- Students can usually meet the cost of attendance, although full-time students depend largely on federal sources of financial aid.
- Remedial programs are an extremely important part of most schools' curricula, and most freshmen need some remedial work in English.
- Adult and community education courses are also considered an extremely important part of each school's mission (except UoG, where GCC does this).
- Teacher training plays a major role at institutions in every territory.
- Special programs are generally very limited.
- Student services are often much less developed than those on the mainland.
- A very small percentage of freshmen actually graduate with degrees from these institutions.

4.2 Detailed Descriptions of Territorial PSE Institutions

In this section we present detailed descriptions of the seven territorial PSE institutions and the MOC Extension Centers:

- College of the Virgin Islands
- University of Guam
- Guam Community College
- Northern Marianas Community College
- American Samoa Community College
- College of Micronesia
    - Community College of Micronesia (including CCM School of Nursing)
    - Micronesian Occupational College
    - MOC Extension Centers

4.2.1. College of the Virgin Islands (CVI)

DESCRIPTION

History and Governance

CVI is among the oldest of territorial institutions, and the most developed.

- Founded in 1962 by local legislature as a teacher's college.
- It expanded to B.A. program in 1970.
- M.A. degree program was added in 1976.

CVI consists of two campuses, and a renown Agricultural Experiment Station

- Main Campuses on St. Thomas; branch on St. Croix opened in 1965.
- Land-Grant status awarded in 1972; experimental station on St. Croix.

CVI is autonomous from the local government, but dependent on legislature for much of its funding.

- CVI is governed by 15-member Board of Trustees.
- USVI legislature appropriates a lump-sum budget for CVI.
- Neither the local government nor the Department of Education becomes involved in detailed adminstrative decisions.

Mission and Goals

CVI offers liberal arts and career training to students from the USVI, the Eastern Caribbean, the mainland U.S., and students from non-U.S. countries outside the Caribbean, as well. Two primary goals are:

- To be accessible to students from USVI.
- To attract others by virtue of program quality.

CVI would like to expand its role as a cultural, technical, scientific, and education center within the Carribean Basin.

- It is the only U.S., English-speaking PSE institution in Caribbean.
- It would like greater recognition of its dual identity (U.S./Caribbean) by U.S. government, in the form of increased funding for Eastern Caribbean Center.

Accreditation

CVI is fully accredited by the Middle States Association of Schools and Colleges.

- Initial accreditation was received in 1971.
- Accreditation is stable; MSASC has no major concerns.
- Review done every five years, as required.
- Nursing school is accredited by National League of Nursing.

Administration

The size of the CVI administration is typical of any developed 4-year college stateside.

- 25 administrative faculty (chairs, deans).
- 48 professional staff (student services, librarians).

Administrators of CVI are well-trained.

- Half the administrative faculty hold Ph.D.s.
- 15 percent of the professional staff hold Ph.D.s.

The St. Croix campus has a separate administration, accountable to the president of CVI, located at the main campus on St. Thomas.

- St. Croix has a Director, separate Student Affairs office
- Financial aid and Institutional research offices on St. Thomas serve both campuses.

Long-range planning is just beginning. CVI established the Office of Institutional Research in 1981 to maintain detailed statistics on enrollment trends and student demographics.

Budget

Only a quarter of CVI total revenues are from federal sources.

- Local: 50 percent
- Federal: 25 percent
- Private grants and revenues generating auxiliary enterprises: 16 percent
- Tuition and fees: 7 percent
- Endowments: 2 percent

Over half CVI's total expenditures are devoted to administrative and faculty salaries.

- Administrative and professional faculty salaries: 28 percent
- Faculty salaries: 27 percent
- Community service projects: 15 percent
- Overhead: 15 percent
- Research: 9 percent
- Scholarships: 4 percent

Facilities

CVI's facilities are attractive.

- Built in mid-60's.
- Designed to blend with tropical surroundings.
- The St. Thomas campus has: 175 acres, 316,500 square feet.
- The St. Croix campus has: 125 acres, 56,800 square feet.
- CVI's physical plant was built in part with federal assistance.

Both CVI campuses are augmented by excellent research facilities.

- St. Thomas has 60,000 volumes in library, plus microfilm, microfiche, and Carribbean Research Institute.

- St. Croix has 17,000 volumes in library and an Agricultural Experiment Station.

Faculty

The faculty of CVI is large, well-trained, and the student-teacher ratio is low.

- There are a total of 203; 34 percent full-time.

- 90 percent hold graduate degrees.

- Each teaches four courses per semester for a student-teacher ratio of 1:9 to 1:12.

A number of CVI faculty earned some part of their PSE at CVI.

- 20 percent attended CVI as undergraduates, then pursued graduate training elsewhere.

- Other Virgin Islanders attended both undergraduate and graduate training off-island.

CVI faculty salaries are low by mainland standards. Starting salaries are as follows:

- Instructor - $15,540.

- Assistant Professor - $18,555.

- Associate Professor - $22,156.

- Professor - $26,456.

Admissions

CVI imposes admissions standards to permit access to PSE for local high school graduates.

- High school degrees are required (or G.E.D.).

- A 2.0 high school GPA is required.

The average level of prior academic achievement among CVI applicants is low to moderate.

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- The average high school GPA is 2.77 (St. Thomas) and 2.65 (St. Croix).

- The SAT is urged, though not required. Those who submit test scores averaged 335 Verbal and 344 Math.

Students

Most of CVI total student enrollment is part-time, but most in-depth data is kept on full-time students only.

- There are a total of 2,855 students.

- 25 percent are full-time.

These full-time students are mostly females, over half are freshmen and most come from the USVI.

- Female: 70 percent

- Freshmen: 52 percent

- From St. Thomas, St. Croix, and St. John: 63 percent

St. Thomas enrollments and St. Croix enrollments differ in that the latter is a less traditional group of students.

- A third of all students attend St. Croix; only 13 percent are full-time.

- St. Croix students are, on the average, five years older than St. Thomas students.

Cost of Attendance

Tuition at CVI is comparable to that at similarly developed stateside schools.

- FT undergraduate tuition: resident - $200 per semester;
  non-resident - $600 per semester.
- Graduate: resident - $50 per credit;
  non-resident - $100 per credit.

Room and board is likewise comparable, but as space is limited, preference is given to students who do not live on St. Thomas.

- Room and Board: $885 per semester.

Eligible students at CVI may obtain the full range of federal financial aid, but the majority, in fact, do not benefit.

- 19 percent receive BEOG
- 3 percent receive CWS
- 3 percent receive SEOG
- 3 percent receive NDSL

In addition to federal student financial aid students also receive CVI student aid.

- Some students receive CVI grants and loans.
- Including this assistance, 58 percent of full-time students receive some form of financial aid and 15 percent of part-time students do.

Many students CVI are ineligible for Federal financial aid for different reasons.

- They work full-time.
- They cannot demonstrate need.
- They are foreign students (22 percent).
- They attend CVI less than half-time.

Programs

Remedial

CVI offers extensive remediation services.

- Entering freshmen are required to take skills tests.
- Those who fail must enroll in non-credit skills courses.
- 80 percent of all freshmen take at least one skills course.
- The remediation program has been a proven success in raising skill levels.

Credit

Credit-bearing courses are offered in six divisions at three levels on one or both campuses.

- Business Administration (A.A., B.A., M.A.)

- Nursing Education (A.A., B.A.)
- Science and Math (A.A., B.A.)
- Teacher Education (elementary/secondary) (B.A.)
- Social Science (including Public Administration) (A.A., B.A., M.A.)
- Humanities (B.A.)

CVI has offered Construction Technology and Hotel/Motel Management programs in the past, but these programs are dormant now, except for individual courses and workshops offered by Continuing Education and Community Services.

Non-credit

All CVI's remedial courses all non-credit.

- 10 percent of students pass skill tests within one semester.
- The majority complete required remediation after two semesters.

CVI offers non-credit seminars to members of the public and private sectors, which are well-attended.

- There are inservice training to teachers, government employees, nurses, and the business community.
- The Continuing Education Division, Office of Community Services. Bureau of Public Administration, and academic divisions offer workshops, short courses, certificate courses, and mini credit courses.
- There is a Legal Assistant Certificate Program designed to help student pass certification examination given by National Association of Legal Assistants.

CVI has recently completed a comprehensive survey of community needs.

- Preliminary analysis indicates a desire for more non-credit courses.

Cooperative and Transfer

CVI offers several specialized programs with appropriate institutions off-island

- Pre-pharmacy, transfer after two years at CVI.
- Engineering transfer program, after three years at CVI.
- Medical technology transfer program, after three years at CVI.
- National Student Exchange program, transfer for one year after two years at CVI, return to CVI for senior year.
- CVI has joined a consortium with University of Hartford and University of Illinois to provide services to USVI Dept. of Education.
- Exchange program with Western Carolina University in marine sciences and medical technology.
- Member of 14-college Consortium on Research Training.
- Joint research with Southern Illinois University and Medical University of South Carolina.

Special Programs

CVI hosts a number of specialized programs to encourage the academic, social, intellectual, and economic growth of Virgin Islanders.

- Upward Bound for local high school students.
- 4-H programs through Agricultural Extension Center.
- Reichold Center for the Arts on St. Thomas showcases talent from all over the world.
- Small-scale farming, technical assistance through St. Croix Agricultural Experiment Station.
- College hosts guest speakers and lecturers to which general public is invited.
- Music and theater areas stage productions and concerts each semester.

Services

CVI offers a full range of student services to its enrollment.

- Counselling is provided by assigned faculty advisors.

- Placement through office dispensing job and graduate training information.
- Alumni Services are provided through office which publishes directories and supports local associations.
- Non-profit groups use CVI facilities.
- Sports groups from the community use CVI sports facilities.
- College library resources are available for public use.
- College personnel serve as consultants to government on request.

OUTCOMES

Admissions

60 percent of all who apply are accepted, and 48 percent of all who are accepted enroll.

Enrollments

While overall enrollments in business subjects are the largest, the single largest degree program at CVI is the B.A. program in elementary education.

- Largest B.A. enrollments, in descending order: elementary education; business administration; biology; accounting.
- Largest A.A. enrollments, in descending order: nursing; secretarial; accounting; management; music.

Graduation and Attrition

CVI has grown from its first graduating class of 11 to its most recent, in Spring 1981, of 154.

- 55 percent B.A.s
- 26 percent A.A.s
- 19 percent M.A.s
- Most frequently conferred: elementary education B.A.; business administration B.A.; business administration M.A.; nursing education A.A.

There is significant attrition among those who enter CVI as freshmen in any given year, but these figures must be interpreted with caution.

- Most of CVI enrollments are part-time, taking 6+ years to finish, dropping out, and returning.
- A quarter of those classified as freshmen during the first year of attendance will still be freshmen during second year, and another one-third have discontinued studies.
- CVI offers many A.A. programs - attrition figures count transfers just as they do drop-outs.

Placement and Transfer

CVI's placement office records placing 24 1980 and 1981 graduates in local jobs.

- But many go to mainland and are not recorded.
- Many transfer to mainland institutions and are not recorded.
- Many enroll for A.A. programs and transfer to B.A. programs within CVI, and are not recorded.

PLANS AND TRENDS

There exist five critical issues which characterize CVI at its present stage of development and will continue to shape its future.

- A conflict exists between serving traditional-age students on a full-time basis, and the non-traditional student who pursues a degree on a part-time basis or seeks education for personal enrichment only.
- There is a conflict between serving the academically-oriented future professional and providing occupational and vocational education to address a local need for skilled labor.
- Some voice concerns of parity between St. Thomas and St. Croix; comparable about services versus cost efficiency.
- CVI hopes to resolve its role as a cultural, scientific, technical, and educational leader in the E. Caribbean with its affiliation with the U.S.A.
- It also seeks to resolve its desire to maintain quality by expanding very cautiously and its desire to raise its status by achieving university status.

4.2.2. University of Guam (UoG)

DESCRIPTION

History and Governance

UoG has changed dramatically during the course of its thirty-year history from a small teacher's college run by the government to an autonomous university with some graduate programs.

- GovGuam established Territorial College of Guam to train teachers in 1952.
- It expanded into four-year institute in 1960 and moved to present site.
- By 1967, the college had three undergraduate schools.
- In 1968, the university was established by an act of legislature.
- The 1970's saw a period of reasonably steady growth and expansion which peaked around 1978.
- In 1982, land grant status was obtained.

UoG was made formally autonomous from GovGuam in 1976; however, other factors mitigate against the independent governance of the institution.

- Its legal position is unclear.
- The nine member Board of Regents is appointed by governor. It sets policy, but also gets involved in detailed administrative decisions.
- There is a tradition of submitting courtesy resignations with changes in GovGuam administration.
- The legislature exercises line item budget control.
- UoG is subject to political pressure.

Mission and Goals

UoG's mission focuses on typical types of PSE services, but attempts to serve a uniquely broad audience.

- It focuses on career and liberal arts education, research, and community service.

- UoG also seeks to provide higher education for other Western Pacific island communities.

Faculty and staff seemed to emphasize the liberal arts orientation of the university.

Accreditation

UoG has been accredited since 1963 by WASC.

- The most recent accreditation team visit was in 1981; several problems were cited, such as inadequate planning, poor building maintenance, and threats to institutional autonomy.
- UoG may have problems dealing with autonomy issues.
- Still, accreditation not likely to be revoked.

Administration

UoG is organized into three major units: Academic Affairs, Planning & Development, and Operations and Support.

- A Vice President heads each unit.
- There are 415 personnel, including support staff.

Administration is slow and unwieldy.

- Almost every decision is routed through the President's Office.
- There is high turnover in middle management.
- The university is working on developing an automated data system.

In spite of recent efforts, UoG lacks academic, financial, or facilities plans.

- Absence of planning was noted by accreditation team.
- An outside consultant was hired in past for academic planning, but his report was discarded.
- UoG is attempting to launch a comprehensive academic planning effort.
- UoG is scheduled to complete academic, financial, and facilities plans in 1982.

Budget

Total revenues to UoG were $10,400,000 in 1980.

- GovGuam legislative appropriations: 77 percent
- Federal grants: 8 percent (excluding research grants)
- Tuition and fees: 11 percent
- Endowment funds: 4 percent

Federal funds come primarily from ED and USDA.

- ED program grant funds
- Research funds from USDA and DOI

Total expenditures in 1980 were about $11,700,000.

Instruction:	43 percent
Scholarships (actually GovGuam expenditure):	17 percent
Research:	10 percent
Operations/Maintenance:	8 percent
Institutional Support:	7 percent
Public Service:	7 percent
Academic Support:	4 percent
Library:	3 percent
Student Services:	3 percent

UoG's funding situation is undergoing a dramatic change.

- GovGuam reduced its appropriations by 15 percent.
- The prospect of decreasing federal support.
- UoG is about to raise tuition, and cut courses and staff somewhat.

Facilities

UoG has an impressive physical plant, but it has suffered deterioration under the tropical climate; problems compounded by poor maintenance.

- UoG has a 100-acre site in Mangilao.
- There are 16 buildings on campus and 13 buildings adjacent to campus.

- Most of construction occurred since 1968.

- Facilities include fine arts building, science buildings, dormitories, student center & cafeteria, and a marine laboratory.

- The library has about 350,000 volumes and an extensive audiovisual section.

Faculty

The 156 full-time faculty have more degrees than the faculty at other territorial PSE institutions.

- 47 percent have doctorates as their highest degree.

- 48 percent have master's degrees.

- 5 percent have bachelor's degrees.

- WASC report points out that many faculty hold degrees from unaccredited and obscure institutions.

- The average teaching experience is 13 years.

76 percent of faculty are assistant professors or higher.

- Remainder are instructors.

- Junior faculty salaries are roughly comparable to U.S. levels; senior faculty salaries are rather low.

- Faculty are entitled to generous GovGuam retirement benefits.

The faculty's primary activity is instruction; they devote less time to research than their mainland counterparts do.

- UoG has a student:teacher ratio of 19:1.

- But there are a wide range of courses with very small enrollments.

- Many faculty volunteer to take on more than a full-time course load.

Admissions

Undergraduate courses are open to anyone with high school diploma or equivalent, or to persons at least 18 years of age.

- Graduate programs are limited to those with a bachelor's degree and at least a 2.0 GPA and a 3.0 overall in fields related to the major.
- UoG is considering raising graduate admissions requirements.

Students

UoG served 3,074 students in Spring 1981.

- 76 percent took courses on campus; 24 percent off-campus.
- 50 percent were full-time (though only 30 percent of the graduate students are full-time).
- 41 percent are 22 years or older.
- Graduate enrollment is 267.

The ethnic composition of the student body has changed dramatically in the last few years.

- Since 1979 there has been a marked decrease in U.S. mainland students and an increase in Asian students.
- The number of Guamanians rose only slightly, although their proportional share of the student body increased dramatically.
- The ethnic composition in 1981 was Guamanians (43 percent), U.S. mainlanders (25 percent), Asians (19 percent), and Micronesians (13 percent).

Cost of Attendance

The university charges minimal tuition and the overall cost of attendance is quite low.

- Tuition is $15/credit (resident) and $34/credit (non-resident).

UoG offers the standard array of financial assistance from federal loans/grants to local scholarships.

- Federal programs include BEOG, SEOG, CWS, FISL, Nursing Scholarships.
- The average federal award package is about $4,000/yr. from BEOG, SEOG, and CWS.
- GovGuam gives loans and scholarships.

Programs

UoG offers an impressive array of certificate and degree programs.

- It offers certificates up through master's degree programs in many academic and career areas.
- There are also research and special programs, including four research institutes.
- UoG has an extensive remedial program.
- Non-degree programs are offered, although there are no non-credit courses.

Remedial

The largest program at UoG is the remedial program. It has four areas: audio-lingual, reading, writing, speech, and credit courses. Credits are not applicable to a degree.

Degree and Certificate Programs

UoG is oriented around its baccalaureate programs, although it offers certificates, associate degrees and master's degrees.

Certificate programs are 1-year programs aimed at the public sector.

- Concentrations are in Corrections, Government Service, and Law.

Only one associate degree is available: in nursing from College of Arts and Science.

Baccalaureate degrees are available in all four colleges and in 27 different majors.

- College of Arts and Sciences offers the most majors; primarily liberal arts with some career majors.

- College of Education offers degrees in early childhood/elementary, elementary, special, and secondary education.

- College of Agriculture and Life Sciences offers a bachelor's in agriculture.

- College of Business and Public Administration offers degrees in accounting, criminal justice, finance and economics, management, marketing, and public administration.

Graduate programs are primarily in education, but also include

- M.B.A.

- M.P.A.

- M.A.s in art or history

- M.S. in marine biology

Non-Degree Programs

UoG offers a wide range of courses throughout Guam and some of the other Pacific territories.

- These are coordinated by the Center for Continuing Education.

- Contracts with the military and some other territories were recently terminated due to administrative problems.

Special Programs

UoG has an impressive array of special programs and well-established research institutes.

- There is a special program in English for Asian and Pacific students.

- Division of Business and Governmental Research and Services provides research and technical assistance to governments in Guam and Micronesia.

- Micronesian Area Research Center (MARC) has a large library and conducts research on the Micronesian area.

- Marine Laboratory.

- Water & Energy Institute of the Western Pacific provide research and consulting services.

- UoG has a large Agricultural Experiment Station and Cooperative Extension Service.

Other Services

UoG has extensive support services.

- Orientation program for new students.
- There is a large counselling staff.
- Student government association and clubs abound.
- The university has limited placement services.

OUTCOMES

Admissions

UoG has an open enrollment policy; acceptance rate data were not available.

- 68 percent of those who apply actually enroll.
- The average high school GPA is 2.6.

Enrollment (UoG campus only)

Total enrollment at the UoG campus in Spring 1981 was 2343.

- 64 percent were full-time and 36 percent were part-time.
- Almost half enrolled in CAS, though most of those students have not declared a major.
- 26 percent are in College of Business and Public Administration.
- College of Education has 13 percent.
- Graduate programs account for 11 percent.
- College of Agriculture has 1 percent.

No data were available on the number of people participating in UoG public service programs.

- It is estimated that 24,000 participated in Agricultural Extension Service activities in 1980.

Graduation/Attrition

UoG awards a relatively small number of degrees, compared to the size of its enrollment.

- 181 associate/baccalaureate degrees
- 48 master's degrees

Most degrees awarded were bachelor's degrees. The largest numbers of degrees were in:

- Bachelor of Business Administration (30 percent)
- B.A. in Education (15 percent)
- Master of Education (12 percent)
- A.S. (8 percent) (Majority in nursing)

Placement

About 30 percent of UoG's baccalaureate graduates go on to graduate school, and the majority of these continue at UoG.

PLANS AND TRENDS

It is difficult to assess UoG's future because it lacks any formal plan. However, UoG expects to have academic, financial, and facilities plans in the near future.

UoG is facing declining enrollments.

- Recruitment efforts have been stepped up.
- More Asian and Pacific territories students are arriving; their proportion of the student body likely to increase.
- The university is considering the development of adult non-credit courses to boost enrollments and serve the community.

With the increase in Asian and Pacific students, there may come a shift in the orientation of services.

- More English remedial programs may be established.
- The university may devote more to regional research efforts.

The balance between academic and career education is starting to tilt toward career education.

- Liberal arts courses with small enrollments may be cut back.
- The Board of Regents is leaning towards more career education.

The financing of UoG is also likely to change dramatically.

- UoG is experiencing declining federal and local government monies.
- It has recently increased tuition to partially offset other decreases in revenues.
- Other revenue prospects are grim.
- UoG may eventually have to trim programs and staff dramatically.

4.2.3 Guam Community College (GCC)

DESCRIPTION

History and Governance

GCC, since 1977, has provided all secondary and postsecondary vocational and occupational skills training and adult basic education for the island of Guam.

- It was established by an act of the Guam legislature in 1977.
- GCC is a combination of vocational high school, manpower training center, PSE institution offering associate degrees, and a community education center.
- GCC is the sole state agency for coordinating state VEA funds.

GCC is an autonomous institution within the Executive Branch of the Government of Guam.

- Policy is set by a seven-member Board of Trustees appointed by the Governor and confirmed by the legislature.
- The Board is required to include representatives from business, labor, students, teachers, and the community.

Mission and Goals

The mission of GCC is to serve needs of both the territory and the individual. To do this, GCC must:

- Promote economic growth through manpower development programs.
- Prepare high school students for vocational occupations.
- Provide adults an opportunity to earn a high school diploma or G.E.D. equivalency.
- Offer associate degree and certificate programs for tradesmen and paraprofessionals.
- Operate a community service center for the personal enrichment of Guam's citizens.

GCC's mission emphasizes maximum educational opportunities for all individuals.

- It does not discriminate on the basis of class, aspiration, or level of prior achievement.
- It provides both classroom and on-the-job training.
- It encourages life-long learning.

Accreditation

GCC received accreditation in record time, within its first full year of operation, in 1979.

- It is still working on recommendations made by WASC in 1979, particularly those regarding facilities, plans, and internal organizational structure.
- Continued accreditation is likely.

Administration

GCC's current organization structure is by program divisions. Its proposed reorganization will be by function.

- Current: two bureaus of Human Services and of Business Services; two Assistants to Provost, one for Instructional system, one for Administration; four Deans for H.S., PSE division, apprenticeship program, and ABE.
- Proposed: no bureaus; one executive assistant to Provost; new Planning and Development Office; three Deans for Occupational Services, General Education Services, Student Services.
- Goal is to reduce programmatic duplication and improve information flow.

Budget

GCC's total revenues in 1980-81 were $6.2 million and derived mostly from local government appropriations.

- This represented a 50 percent increase from the previous year.
- 1979-80 sources were: local--63 percent, federal--35 percent (chiefly ABE and VEA), and tuition and fees--2 percent.

The largest fraction of GCC's budget went to overhead, reflecting the advanced age and deteriorating condition of GCC buildings.

- Overhead: 36 percent

- Faculty salaries: 33 percent
- Administrative salaries: 29 percent
- Facilities construction (planning): 2 percent

Only 32 percent of GCC's total resources went to the adult PSE program.

- High school: 50 percent
- Administration and student services: 10 percent
- PSE and adult programs: 32 percent

Facilities

GCC's present physical facilities are old and deteriorating.

- 2700 students (total PSE and high school population) are housed in a former high school designed for 1200.
- GCC has a small library.
- There are no dorms or public transportation to campus.
- The campus has undergone significant improvement in the past three years.

Faculty

One third of the 142 faculty are in the PSE and adult education programs.

- Some of the full-time vocational high school instructors also work part-time in PS and adult divisions.

Faculty background varies for entire college (no distribution is available just for PSE adult faculty).

- Ph.D.s: 2 percent
- M.A.s: 26 percent
- B.A.s: 50 percent
- A.A.s: 8 percent
- No degree: 11 percent

The student:teacher ratio is 22:1 and the average courseload is five per semester.

180

The starting salaries for different ranks of faculty at GCC are low by mainland standards.

- Instructor: $13,900
- Assistant Professor: $15,360
- Associate Professor: $16,920
- Professor: $17,960

Admissions

GCC has open admissions and open exit policies.

- No high school diploma or G.E.D. equivalency is required, except for graduation with an A.A.
- Students need not declare majors.
- Some courses have prerequisite skill levels.

Students

Total PSE enrollment at GCC in 1980-81 was 1661, most of which was male and part-time.

- This represented a 20 percent increase from previous year, with largest increase in female and part-time students.
- Over half the students are Chamorro.
- The remainder are fairly evenly split between Micronesian, Filipino, Oriental, and Caucasian.
- ABE serves disproportionately large number of Asians and blacks (U.S. military personnel).
- GCC also provides classes for military personnel at Anderson Air Force Base.

Cost of Attendance

Tuition is very low at GCC. This is a conscious policy of the college to provide easy access to all students regardless of finances. Non-residents incur the greatest costs for travel and room and board.

- PSE tuition is $5/credit.

- Adult ed courses are $15/course, except ABE courses which are free.

- Faculty and persons 55 or older pay no fees.

- Dormitories are available at UoG for $325/semester.

Financial aid is very limited.

- Students are now eligible for BEOG, but funds not yet authorized.

- There is a small institutional work study program.

- BEOG awards should be more than adequate for most students.

Programs

Remedial

Remedial coursework in English and math is often required before students can enroll in college-level general education courses.

- Most remediation is done at UoG; students enroll with vouchers.

- A small remediation program now underway at GCC.

Credit

GCC is organized into four program function areas: vocational (high school), technical (PSE), industrial (apprenticeships), and community education (adult ed).

- PSE students may take courses in any area except the vocational high school.

Technical education provides training in paraprofessional skills, e.g., computer science and architectural engineering. Students may get certificates or degrees.

- Occupational Certificate require 30 credits.

- A.A. or A.S. require 60 credits and are at least partially transferable to UoG.

Industrial education provides classroom and on-the-job training in particular trades which result in pre-apprentice or apprencticeship certificates, varying with credit hours.

Non-credit

Community education provides PSE non-credit courses.

- These may lead to certificate in ABE, citizenship, and ESL.
- They may lead to high school diploma or G.E.D. equivalency.
- Community education includes both academic and vocational courses.
- Vocational high school courses are not applicable to PSE degrees.

Other programs includes special skills programs to Guam telephone company employees.

Other Services

Counselling, placement, and library services are primarily aimed at secondary students.

- Career center counsellors serve secondary and adult learners through testing and counselling.
- The placement office provides employment services.
- Follow-up and placement data is collected for VEA reports.

OUTCOMES

Admissions

All who apply for the PSE programs are admitted.

Enrollment

GCC serves 1600 students, weekdays, weeknights, and Saturdays.

- In terms of subject area, general education courses are by far the most popular, followed by business services, electronics, engineering, and public safety courses.

Graduation and Attrition

Because of its open entry/open exit policy, GCC does not specify particular lengths of time for degree or certificate programs. Graduation rates are percentages of total enrollment (including high school).

- In first year of operation, GCC graduated:
  - 21 percent of high school enrollees
  - 5 percent of apprenticeship enrollees
  - 24 percent of Adult Education enrollees
  - 44 percent of PSE enrollees
- 99 percent of PSE graduates received certificates rather than degrees.

Placement

No data were available on placement rates for PSE or adult students.

- 87 percent of Guam employers surveyed found GCC graduates were well-prepared and "better than average" workers.
- Vocational high school graduates experience a 6 percent unemployment rate compared to 25 percent unemployment rate of teenagers overall.

PLANS AND TRENDS

GCC has managed to bring four previously independent programs together under one administrative umbrella. It would now like to restructure the organization to facilitate future development.

GCC wants to expand its programs.

- A $9 million new facility is proposed, but is waiting for legislative appropriation.
- GCC is considering expansion of services to better meet Micronesian students' needs.

External financial funding has forced GCC to be more restrictive in its enrollment policies.

- BEOG was initially reluctant to provide aid to GCC students who had not finished high school.
- GCC was reluctant to restrict access at all.
- A compromise was reached allowing applicants to submit two letters of recommendation in lieu of a high school diploma or G.E.D. equivalency.
- VEA reporting requirements force GCC to report a high number of program "leavers" and may press GCC to impose more formal program requirements .

- VEA also requires unduplicated student count by program; GCC may eventually have to restrict registration across programs.

The political future of GCC is somewhat uncertain.

- A sunset provision in enabling legislation means GCC could be dissolved. However, public support for the college is very high.
- A few members of the community are displeased with GCC's attempts to restrict enrollment in the vocational high school.
- GCC is likely to continue, however, given its broad base of political and community support.

4.2.4 Northern Marianas Community College (NMCC)

DESCRIPTION

History and Governance

NMCC is, in many respects, the youngest PSE institution in the territories.

- In 1976, the resident High Commission established NMCC to coordinate teacher training in the territory.
- In May 1981, the present NMCC came into existence with a more broadly defined mandate; in addition to teacher training, college was to provide vocational and technical training and to dispense financial assistance to students going off-island.

NMCC rests on a vulnerable base of political support.

- The Governor created the college by Executive Order.
- The college has not enjoyed a solid legislative base of support in the past.
- The new governor's transition team has been reconsidering the question of whether the CNMI can and should support a local community college.
- Legislation has recently been introduced to strengthen the college.

NMCC is currently under the DOE.

- The Dean is chief executive officer and must submit monthly reports to the Superintendent of Education.
- These reports, in turn, are sent to the Board of Regents and the Governor.
- The Board of Regents is the source of most of the college policy.

The college has had some difficulty in getting established.

- Most top administrative personnel are in an acting capacity.
- It has no permanent physical facilities.
- It does not even have a catalogue (but will in Spring 1982).
- It is still a long way from filling the mandate assigned to it.

Mission and Goals

NMCC was established to help the CNMI adjust to its new commonwealth status. NMCC was explicitly mandated to do the following:

- Offer instructional programs for adults and out-of-school youth.
- Conduct and support research relevant to the needs of the CNMI.
- Provide educational support services, including financial aid, career counselling, academic counselling, and library services.
- Provide community services.

NMCC's mission is unusual relative to other territorial PSE institutions in several ways.

- It has a broad range of responsibilities that were explicitly outlined by the government.
- The assimilation of the CNMI into the American political family is viewed as very important.
- Responsibility for scholarships for off-island PSE is placed with the school.

Accreditation

NMCC is not accredited itself, but it offers accredited contract courses with other institutions.

- The college is very concerned about receiving accreditation so that it can qualify for federal aid.
- Accreditation is unlikely; the absence of a library is the biggest hurdle.

Administration

NMCC has a small administrative staff, only 15 non-teaching personnel.

- Most of NMCC's authorized administrative positions are vacant.
- Most top-level administrators are serving in an acting capacity.
- The reasons for vacancies are linked to CNMI personnel policies: government pay scale and red tape.

NMCC has been involved in planning efforts about whether the college should be established. Formal planning on the college itself and its future is absent -- limited by lack of data, hardware, and expertise.

Budget

Over half of NMCC's revenues are federal funds, most of which are earmarked for teacher training.

- $950,000 in total revenues
- 54 percent from federal government
- 38 percent from local government
- 8 percent from tuition and fees
- NMCC has no endowment

Facilities

The college does not yet have any facilities of its own.

- Administrative staff are temporarily housed on Saipan in one small building belonging to the CNMI Food Services Program.

Classes are generally held during the evenings at the Marianas High School on Saipan -- next door to the Food Services building.

- A few adult education courses are offered at the hospital and at the correctional facility.
- Additional courses are offered on the islands of Tinian and Rota in the secondary school buildings.

NMCC has no college library.

- CNMI's entire library system includes a small public library, a high school library, and the DOE office.
- There may be 2500 college-related holdings; it is not clear what or where these volumes are.
- CNMI lacks a card catalogue and a formal acquisition policy.

Faculty

NMCC has no full-time faculty.

- 69 part-time faculty members fall into two categories: those on contract from UoG, GCC, and SJSU; and local residents with other full-time jobs who teach part-time.
- All have at least a bachelor's degree, 33 have master's degrees, and 28 have doctorate degrees.
- Contract teachers generally have the most formal education.
- NMCC has a student:teacher ratio of 10:1.
- The faculty has an average of 10 years' teaching experience.

Data on salaries was not available.

- Contract instructors are paid according to their educational level; they also receive housing and per diem expense allowance.
- Local instructors receive $968 per course.

Admissions

NMCC does not have a formal admissions policy yet, but it seems to follow an open admissions policy. All who apply are admitted.

- UoG and SJSU courses may have additional restrictions.

Students

NMCC's student body is unique in the territories in several respects.

- All 378 students attend only part-time; most hold full-time jobs.
- Students are generally older working adults (ages 18-56).
- Most of the students are teachers in elementary or secondary schools.
- Most are enrolled in education programs (67.5 percent).
- Freshmen with less than 30 credit hours make up over 50 percent of the student body; sophomores through graduate students make up the remainder.

Cost of Attendance

The only costs students perceive at NMCC are tuition fees and book costs, and these are generally low.

- Tuition fees differ for graduate and undergraduate students and for public and private sector employees.

- Undergraduate courses cost $15/course for all CNMI employees and $90/course for everyone else.

- Graduate courses cost $45/course plus a $185 "course fee" (CNMI employees are not required to pay the additional course fee).

- Most students take only one or two courses per term since they hold full-time jobs.

Financial aid is usually in the form of tuition credits.

- Most tuition credits are for CNMI employees.

- TTTAP funds subsidize the teachers' tuition credits.

Programs

Most of NMCC's programs are in education and are offered through contracts with other PSE institutions that have accreditation.

Credit

The bulk of NMCC's credit courses are in education. Formal degree programs include the following:

- A.A. in liberal studies.

- A.A. and B.A. in elementary education.

- M.A. in Educational Administration and Curriculum Development.

- Other credit courses can be applied toward a Certificate of Achievement.

The A.A. degrees require 60 credits, all of which can be earned at NMCC through contract courses.

UoG offers the only bachelor's degree at NMCC: the B.A. in elementary education.

- Students may spend some time on the UoG campus.

- Students fill out forms called Individual Degree Plans (IDPs) which are sent to UoG for approval.

NMCC has offered M.A. degrees in Educational Administration and Curriculum Development with San Jose State University (SJSU).

- SJSU provides the faculty and curriculum materials
- The degree is awarded by SJSU.

Other credit courses are available, although they are not part of a formal degree program.

- GCC is currently offering several courses in office and business skills.
- Certificates of Achievement are available as an alternative to a formal degree.

Non-credit

NMCC's non-credit courses are currently administered under the Adult Basic Education program.

- Courses are oriented toward improving students' ability to function as productive CNMI citizens.
- Courses include:

    English
    social studies
    science (pre-G.E.D.)
    math
    bookkeeping
    Chamorro
    Civics - CNMI Constitution
    Japanese

Cooperative Arrangements

Beyond the extensive cooperation for the degree programs with UoG and SJSU, and the courses offered with GCC, cooperative arrangements appear limited.

- With one exception: the Federated States of Micronesia have proposed to send their elementary and secondary teachers to Saipan for training during the summer of 1982.

Services

Student services at NMCC are limited and not yet fully developed.

- One person is designated as the student services officer.

- Other staff sometimes informally advise students about their school plans.

- There are no placement services to date.

OUTCOMES

It is difficult to enumerate the outcomes at NMCC for two reasons:

- NMCC is so new that it has had little time to produce clear results.

- Data are extremely scarce.

Admissions

There is no admissions policy; all students who apply are admitted.

Enrollment

Most of NMCC's students are in education programs and have fewer than 30 credit hours.

NMCC's student body is predominantly Chamorro or Carolinian, reflecting the population of the CNMI.

Graduation and Attrition

No data were available on graduation, attrition, or transfer rates. NMCC's first class will graduate in 1982.

Placement

No data were available on placement or transfer rates.

PLANS AND TRENDS

Given NMCC's newness and political history, it is probably the least developed and most vulnerable postsecondary institution in the territories.

- The politicians affiliated with the new governing party have in the past openly questioned the wisdom of having a community college in the CNMI.

- The new government and legislature show positive signs of increased support for the college.

Accreditation is one of the most pressing concerns facing the NMCC because eligibility for most federal PSE aid requires accreditation.

- The prospects for accreditation are not good for the near future.

NMCC is also very concerned about securing some sort of permanent physical facilities.

- The college has already been asked to vacate its present facility, and is hoping for at least another temporary facility.

- Beyond that, no definite plans are underway.

Expansion of classes is likely to focus on perceived manpower needs for the commonwealth.

- Tentative plans include adding degree programs in nursing, police science, tourism, and voc/tech skills.

- Government officials are likely to press for the expansion of vocational offerings, possibly through contract arrangements with other schools.

4.2.5 American Samoa Community College

DESCRIPTION

History and Governance

ASCC is an accredited two-year college offering both vocational and academic degrees.

- Its first classes were offered in 1971 to about 131 students.

- Originally there was a sparse collection of courses in education, English, and so on.

ASCC is formally under the local government.

- Originally it was under the DOE.

- Now it functions like a separate agency, the Department of Higher Education, within the American Samoan Government.

- A seven-member Board of Higher Education is appointed by the Governor to oversee the college.

- The President of ASCC is the college's chief executive officer and sits on the Board in an ex-officio capacity.

Mission and Goals

ASCC's mission is to provide the following opportunities to individuals:

- To develop occupational skills for employment in and outside American Samoa.

- To earn college transfer credits.

- To obtain basic skills.

- To become a responsible, well-informed member of the community and nation.

- To grow socially and physically.

- To better understand the Samoan Culture and other influencing cultures.

ASCC is also oriented toward serving the territory and the community. Commitment to individual students seems paramount, however.

Accreditation

ASCC was first accredited in 1976 by the Accrediting Commission for Community and Junior Colleges under the Western Association of Schools and Colleges (WASC).

- In 1981, a second evaluation team came to look at the college; it concluded the college had made significant progress and had "excellent potential for continued development".

- Although the second team made some recommendations regarding planning, finance, and autonomy, ASCC's accreditation looks secure.

Administration

Administrative and support staff compose just over half the college's personnel, and are organized in three broad divisions: instruction, student services, and administrative services.

ASCC's primary planning document is a five-year plan completed in 1979 by an outside consultant. The college does not have a planning officer or planning staff.

- College officials regard the plan very seriously and have implemented several of the plans' recommendations.

- The WASC evaluation team commented, however, that the plan is inadequate and that the college should have a more comprehensive plan.

ASCC conducts a formal needs assessment each year, but it reflects a very limited planning process.

Budget

ASCC had total revenues of almost $1.8 million in FY 1982. The majority of these revenues were from DOI and local appropriations.

- Tuition (non-federal sources) accounted for less than 1 percent.

- DOI funds accounted for about 54 percent.

- Local government appropriations were about 19 percent.

- Federal grants and student financial aid were about 27 percent of total ASCC revenues.

Faculty salaries claim the lion's share of ASCC's budget.

- Faculty salaries were about 72 percent of the budget.
- Operating overhead accounted for 14 percent.
- Administrative salaries drew about 14 percent.
- Research accounted for less than 1 percent.

Facilities

The college is located on 30 acres in the center of the main island of Tutuila in American Samoa.

- It moved into a church and high school.
- The college completed five new buildings in 1979 with grant funds from the Economic Development Agency and it doubled its existing floor space by adding a new Science and Nursing Building, a Fine Arts Building, Student Center, Field House, and Auto Body Shop.
- The library or College Learning Resource Center has a collection of over 15,000 volumes.
- Other facilities include a cafeteria, an auditorium, and faculty housing.
- It has several labs and workrooms, but not all are fully equipped.
- The college has a 70-year lease on its facilities.

Faculty

ASCC's faculty of 41 is predominantly full-time and has a wide range of backgrounds.

- There are 41 full-time and 2 part-time faculty.
- Some of the faculty have several years of journeyman's work experience.
- The great majority (34) hold master's degrees, 5 have bachelor's degrees as their highest degree, and 2 hold doctorates.
- Most faculty are Samoan (33 versus 8 contract faculty from the mainland).

Data are not available for adult students, but college officials claim this part of the student population is:

- Generally older
- Mostly Western Samoan

Cost of Attendance

The cost of a full year spent at ASCC:

Tuition	-0-
Fees	$ 12.00
Books/supplies	$ 400.00
Living expenses	$ 888.00
Transportation	$ 200.00
	$1500.00

The cost of attendance is very low for most students since ASCC does not charge tuition and most students live at home.

Various sources of financial aid are available, although ASCC views the BEOG as the foundation of its financial aid program.

- One-quarter of the regular student body receives the BEOG.
- The average BEOG award is $525.
- College Work Study is a much smaller program, involving less than 4 percent of the students.
- Veterans Education benefits apply to some students.
- Local government scholarships also available to many students and the average award is $500.
- 38 percent of the students receive either federal or local financial aid.

Generally speaking, students do not have trouble paying for their education at ASCC.

- Most students live with their families and thus do not pay room and board.
- While one half of the students at ASCC could qualify for the BEOG, only one quarter apply; the students themselves do not feel an urgent need (because their extended families will support them).

Programs

ASCC is primarily oriented around its academic and vocational degree programs.

- It offers A.A. and A.S. degrees.
- It cooperates with the University of Hawaii in offering bachelor's degrees in elementary and secondary education.
- Non-degree programs are nevertheless well-developed at ASCC.

Remedial

Roughly 230 or almost 24 percent of credit students take remedial courses at ASCC.

- Most students end up taking at least 1 remedial course in English from the English Language Institute, the college's remedial English Department.
- Math remediation is less extensive.
- Remedial courses do not carry credits which are applicable for graduation.

Credit

ASCC offers two types of degrees: A.A. and A.S. degrees.

- The A.A. is the college's transfer degree.
- The A.S. is awarded at the end of a combined academic and vocational or technical training program.
- The associate degrees can be earned in two years of full-time work.
- An alternative to these formal degrees is the Certificate of Proficiency (C.P.); usually a one-year program, the C.P. can be applied toward an A.S. degree.

The Nursing program is well-developed.

- C.P. nurses may sit for state or territorial Practice Nurse exams.
- The Director of the Nursing Program is attempting to gain access for A.S. nurses to state and territorial Registered Nurse Exams.

ASCC also works with the University of Hawaii at Manoa to offer courses leading to a bachelor's degree in elementary or secondary education.

- Most of the general education and teaching methods courses can be taken at ASCC.
- Students must, however, spend a summer on the UH campus in Manoa.
- 80 percent of the students are in-service teachers with at least an A.A. The remaining 20 percent are pre-service students.

Non-Credit

ASCC serves approximately 600 students in its adult and continuing education courses.

- Adult Basic Education courses are offered at 35 village centers; designed for adults with limited education.
- Continuing education and community services courses also available at several locations.
- Continuing and Community Education courses are offered on a demand basis.

Many of the non-credit courses are vocational, and include:

Basic and Advanced (G.E.D) English
Advanced (G.E.D.) math
Typing
Shorthand
Basic and Advanced Sewing
Auto Mechanics
Accounting
Introduction to Computers

Other Services

ASCC provides students with a broad array of well-developed support services.

- Three full-time counselors are available; in addition to counselling, they teach courses in "College and Life Planning" which emphasize study skills, self awareness, and career planning.
- Several other formal programs are designed to meet the special needs of students.

OUTCOMES

Admissions

Data on admissions and matriculation rates were not available.

- Students must have high school diploma or equivalent or be 18 years or older.
- Non-residents must receive permission from Immigration Board.
- Average test scores: TOEFL: 400; SAT: 350.

Enrollment

About 1670 students enrolled in ASCC courses last fall.

- Fifty-nine percent were enrolled in credit courses on the ASCC campus.
- The remaining forty-one percent of the students participated in the adult and continuing education courses.

Credit students favored general education and business courses. Non-credit students favored English, math, and vocational courses.

Graduation and Attrition

The only data available on graduation rates came from 1981 commencement programs.

- 110 students listed in commencement programs
- A.S. in teacher education (32 percent), A.A. in general education (23 percent), A.S. in administration of justice (11.8 percent), and C.P. in nursing (10 percent)
- General, secretarial, clerical, and accounting business degrees made up 13.7 percent
- Graduation data is incomplete

Placement

Data were not available on placement or transfer rates for ASCC students. Many students transfer to mainland colleges, since government scholarship policy requires they first attend ASCC.

PLAN AND TRENDS

ASCC is still developing as a two-year college. Thus, its immediate plans include improving the quality of existing programs and expanding curricula and facilities for additional programs.

- Quality control was considered the most pressing concern in the 1980 Faculty and Administration Needs Assessment.
- College officials are also considering expanding the library and music and vocational facilities when additional funds become available.

Finance and management issues are also on the college's immediate agenda.

- College officials repeatedly complain about their dependence upon the local government funding.
- Budget and procurement problems seem to plague the college; even the accreditation team noted these problems in its last report.
- Nevertheless, college staff are not especially optimistic about obtaining greater autonomy.

The accreditation team also encouraged the college to explore additional sources of income.

- Local resources are expected to become more scarce.
- College officials have considered charging tuition but fear the public's reaction to such a charge.
- Instead, the college suggests "the better hopes for alternative sources of income lie in having federal funds specifically earmarked for higher education, such as the Department of Interior funds and block grants."

For the longer run, both college and government officials contemplate expanding the college into a four-year institution.

- In particular, they would add baccalaureate programs in special areas in order to attract students from other South Pacific Islands.
- Two-year vocational programs will probably be added before the college expands into a four-year college.

4.2.6 College of Micronesia

The College of Micronesia (COM) began in 1978 as the PSE institution for the TTPI. It provides both liberal arts and vocational training through its three component parts:

- Community College of Micronesia
- Micronesian Occupational College
- COM Extension Centers

COM serves primarily a coordinating role for its constituent parts. Its functions include:

- Fiscal control
- Personnel administration
- Federal grants management
- Coordination of Extension Centers

The three component parts of COM will be discussed separately in detail in the following sections.

4.2.6.1 Community College of Micronesia (CCM)

DESCRIPTION

History and Governance

CCM is one of the two constituent college of the College of Micronesia. It consists of a two-year liberal arts college in Ponape, FSM, and a small school of nursing in Saipan, CNMI. It has been providing liberal arts PSE education to Micronesians since 1963.

- It began in 1963 as the Micronesian Teacher Education Center, offering inservice teacher training in conjunction with the University of Hawaii.
- In 1970, it became CCM, offering preservice teacher training under TTPI government.
- In 1974, it expanded from offering purely teacher training to offering business management courses, and the School of Nursing became part of the college.
- In 1978, it joined with MOC and became the liberal arts arm of College of Micronesia.

CCM operates under the COM and COM's Board of Regents. Fiscal and personnel operations are under the control of the COM. CCM and COM are independent of the TTPI government.

Mission and Goals

The primary mission of CCM is to meet Micronesia's need for liberal arts, nursing, and teacher education PSE programs. Within this context, the CCM hopes to foster cultural exchange among islands, and remain flexible enough to meet Micronesia's changing needs. Specific objectives include:

- Provide two-year terminal degrees in nursing, business management, elementary education and special education.
- Establish competency in all disciplines.
- Prepare students for transfer to four-year schools.
- Upgrade elementary teaching staffs throughout Micronesia.
- Provide appropriate certificate and workshop programs.

Accreditation

CCM is fully accredited by the Western Association of Schools and Colleges, but continued accreditation is by no means assured.

- WASC has concerns regarding facilities, organizational structure, quality of extension center offerings, and local support for CCM.
- CCM must submit twice yearly progress reports on WASC concerns.
- CCM has addressed WASC concerns regarding organizational structure and the quality of extension center programs.
- CCM has no control over increased funding for facilities or continued stable local support for CCM.

Administration

With the exception of its relationship with COM, CCM's administration is fairly standard.

- Fiscal and personnel decisions are made by COM
- The President is chief executive officer and answers to Board of Regents.
- There are three deans: Instruction; Students; Administration; a Director of Financial Aid, and three department chairpersons.

CCM has not undertaken extensive planning acitivies.

- Planning is hampered by uncertainty regarding the college's future local and Federal financial support.
- College officials believe that the political status of the three new entities must be finalized and clearly defined before the college can hope to make meaningful long-term plans.

Budget

CCM's operating budget stems from overwhelmingly federal sources, directly and indirectly.

- Total revenues and reimbursements: $858,000.
- Tuition (federal financial aid): 26 percent.

- Department of Interior funding: 42 percent.

- Reimbursement from COM: 9 percent (federal programs, i.e., ABE, Health Care Opportunities Grant).

- Local contributions: 24 percent (emergency dormitory replacement fund).

Non-personnel costs are equal to expenditures for administrative and faculty salaries.

- Total expenditures: $945,000.

- Administrative and faculty salaries: 49 percent.

- Non-personnel costs: 51 percent (travel and repatriation; overhead and maintenance).

Facilities

The CCM campus is small and its physical plant is deteriorated.

- The buildings were originally part of an elementary school.

- The campus is largely composed of old metal buildings in decayed condition.

- College officials claim that the space limits number of students CCM can accept.

The CCM library is small.

- There are 11,000 volumes in library, many of them outdated.

- CCM's research capacity is limited to Pacific Studies.

Faculty

The faculty of CCM is small, but turnover is not a problem.

- There is a total of 17 faculty; 15 are full-time.

- Half are Micronesian.

- Some of the non-Micronesians are permanent residents of Micronesia, having married locally..

- Each faculty member teaches an average of three courses per semester.

- The student-teacher ratio is 9:1.

Although most are experienced teachers, salaries and benefits are not competitive with the mainland colleges.

- The faculty has an average of 10 years teaching experience.
- The typical salary is $13,000.
- Faculty housing is unavailable.

Half the faculty hold only bachelor's degrees.

- Two hold doctorates (these two are leaving).
- Seven hold master's degrees.
- Six hold bachelor's degrees.

Admissions

CCM admissions requirements accommodate both the traditional and non-traditional student.

- High school diploma or GED with 2.0 GPA is required for entrance to the degree program.
- No High school diploma required for the non-degree program.
- COM Placement Exam is required and is used to screen applicants to the degree program.

Students

CCM student demographics seem typical for a two-year liberal arts college.

- Of the 186 students, 85 percent attend full-time.
- The median age is 21.
- There are roughly equal numbers of male and female students.

CCM students come from all over Micronesia, but students from Ponape attend in larger numbers.

- All districts are represented.
- 92 percent come from the FSM alone.
- 29 percent of the total are from Ponape.
- 8 percent come from the other TTPI entities of Palau and the Marshall Islands.

Cost of Attendance

The basic cost of attendance at CCM is comparable to that of a mainland community college.

- The C-O-A for 3 quarters for full-time students who are living in a dorm is $3200.
- The C-O-A for 3 quarters for full-time students who are not in a dorm is $2800.

A full range of Federal financial assistance is offered by CCM.

- Students attending less than full-time are ineligible.
- 100 percent of CCM students receive Federal aid.
- They receive BEOG, SEOG, and CWS.
- The average BEOG award is $1600.

Students are also eligible to receive scholarships and loans from their local governments.

Programs

Remedial

Remediation at CCM is minimal.

- Only 10 percent of CCM students take remediation.
- Courses in English, reading, and writing are offered each semester for credit.
- Intensive English Programs (IEP) are offered to 20 students with lowest scores on Placement Exam, each semester.
- Many more could use IEP, but facilities and staff limit class to 20.

Credit

Degree and Certificate programs are offered in five fields at CCM.

- Liberal Arts; Elementary Education; Special Education; General Business; Nursing.
- A.A./A.S. degrees are offered in Liberal Arts and General Business.

- A.S. degree is offered in education preservice.
- A.S./education inservice requires 30 general education credits (of 105)
- In addition, CCM offers several alternatives to formal degree programs: Certificate of Achievement, Certificate of Completion, and Certificate of Attendance in Health Services, special education, and clerical training.

Non-Credit

The college provides non-credit courses for government employees.

- CCM offers special in-service training programs for local government workers, such as justice workers.
- It also gives part-time evening courses in business, math, Japanese, and social science.
- CCM offers the community other services, such as use of the library, recreation facilities, and workshop space.

Cooperative and Transfer

CCM offers the clinical practice section of its nursing program at CCM Nursing School in Saipan.

- 25 nursing students are currently enrolled.
- Students take 3 quarters of general education at CCM, Ponape, then transfer to Saipan.
- CCM operates a Health Career Opportunity Program to identify nurses from the local community and students and send them to mainland colleges more specialized career training.

All A.A. programs (and coursework for certificates) are designed to be transferable. CCM is currently negotiating articulation agreements with UoG and the University of Hawaii to accept CCM students into their B.A. in Elementary Education programs.

CCM School of Nursing

CCM has a small School of Nursing in Saipan, CNMI, which operates fairly independently from the liberal arts college.

The School of Nursing has only recently become associated with CCM.

- The original School of Nursing was established in Truk in 1953 by the TTPI government.
- In 1963 it moved to Saipan and the present campus was built in 1968.
- Between 1972 and 1975 the School of nursing was affiliated with UoG.
- In 1975 it came under the jurisdiction of CCM.

The School of Nursing is accredited.

The School is headed by a director who is responsible to CCM administration and ultimately to COM. The administrative staff is quite small.

The School of Nursing campus is modest.

- It consists of a library, two dormitories, and a classroom building.
- The School also makes use of the Dr. Tores Hospital.

The faculty is small, consisting of six instructors.

Admissions requirements to the School of Nursing are stiffer than the requirements for CCM.

- Students must have a minimum high school GPA of 3.0 and have taken a minimum number of certain English, math, and science courses.
- Alternatively, students must have a minimum average score of 45 on the GED tests.
- All students must pass the School's entrance examinations.

The School of Nursing currently has about 25 students, although it has capacity for at least 50 students.

- On-campus costs of attendance would be about $4,000.
- Off-campus costs would be about $2,200.

School of Nursing students are eligible to receive the full range of federal student financial assistance and they also can receive local government scholarships and loans.

- The program is split between the CCM and School of Nursing campuses.
- The first three quarters of the program take place at the CCM campus is Ponape where students take general education and some nursing courses.
- The next five quarters take place at the Saipan campus and focus completely on nursing courses.

The program leads to an A.S. degree in nursing.

Services

CCM provides a full range of small scale student services.

- It has a full-time counsellor and admissions officer.
- There is a student dispensary.
- There is a recreation building.

OUTCOMES

CCM hired its Director of Records and Admissions in 1981; therefore, there is, as yet, a paucity of data regarding education outcomes.

Admissions

CCM, in its current physical plant, cannot accept all those who apply and fulfill admissions requirements.

- No formal data on admissions or matriculation rates exist.
- However, an informal community survey indicates that 600 express interest in attending CCM.
- The present site cannot accommodate much more than its current enrollment of 186.

Enrollment

During the spring semester of 1981, CCM enrolled:

- 10 students in Special Education.
- 5 students in Elementary Education.
- 16 students in the remedial I.E.P.
- The remainder in General Education courses (yet to declare majors).

Graduation/Attrition

In June 1981, CCM graduated 72 students.

- 52 percent were graduated with on-campus A.A./A.S. degrees.
- 33 percent earned A.S. degrees in Elementary or Special Education at COM extension centers.
- 15 percent obtained Certificates of Achievement in Special Education.

PLANS AND TRENDS

CCM would like to expand its offerings in several directions:

- To include more community service.
- To include Agriculture and Home Economics via Land-Grant status.
- To offer its own secretarial programs.

CCM would like to improve curriculum and faculty development.

- It hopes to accomplish this via the Title III program. Proposal is to be written in 1982.

One of CCM's major concerns is with regard to its physical plant.

- It would like to expand its campus and build a new plant.
- It hopes that the $7 million Congressional authorization for building a new campus will be appropriated.

The college is hesitant to undertake any long-term planning now because of the uncertainty with regard to the future of the TTPI entities.

There has been serious discussion about moving the School of Nursing from Saipan to Majuro, the Marshall Islands.

- This move would give each new political entity a major component of the COM system.
- It is hoped that the location of the Nursing School in Majuro would ensure greter commitment from the Marshall Islands to a cooperative approach to PSE among the three new political entities.

4.2.6.2 Micronesian Occupational College (MOC)

DESCRIPTION

History and Governance

MOC is one of the two constituent colleges of the College of Micronesia. It has been providing vocational and technical postsecondary education for the past 13 years.

- MOC began in 1969 as the Micronesian Occupational Center under the TTPI DOE, offering certificates and diplomas.
- In 1977, it became one of two parts of the COM.
- MOC has always been the only institution in the TTPI providing vocational PSE for Micronesians.
- After accreditation in 1977, MOC also began offering two-year associate degrees.

MOC operates under the COM and COM's Board of Regents.

Mission and Goals

The primary mission of MOC is to meet the manpower development needs of Micronesia. Within this context, the college hopes to help students learn to adjust to the changes in their societies. Specific objectives include:

- Preparing students for jobs required for a self-sustaining economy.
- Helping students develop the ability to adjust to changes and progress in their occupational fields.
- Helping students develop good work habits and attitudes.
- Providing continuing education for personal enrichment.
- Promoting concepts of entrepreneurship.

Accreditation

MOC was accredited in 1977 and is currently undergoing an accreditation review.

Administration

With the exception of its administrative relationship with COM, MOC's administrative structure and practices are fairly standard.

- The President is the chief executive officer and answers to the Board of Regents.

- There are four major divisions: Instructional Services, Student Affairs, Business Affairs, and Student Financial Aid.

- MOC has an administrative staff of 40.

The division of responsibility between MOC and COM is somewhat unclear.

- MOC acts fairly independently, though COM has power of review.

- COM is the liaison with the TTPI government; sometimes this causes lags and delays.

- COM provides MOC with technical assistance in budgeting, planning, and grants applications.

MOC does not have a comprehensive plan.

- An outside consultant's five-year plan has been ignored.

- There is little momentum for mounting a genuine planning effort.

- A consultant has been hired to conduct a human resources study.

Budget

MOC's budget is unusually dependent among territorial colleges on tuition and fees for revenues.

- Total revenues FY 1981 were $1,209,000.

- Local government appropriations (including DOI funds) account for 51 percent.

- Tuition/fees are 48 percent.

- Federal grants are 1 percent.

- But almost all tuition and fees derive from federal financial assistance to students Thus, almost half of MOC's budget comes from the federal government).

- MOC explicitly sets its tuition to generate the maximum BEOG award.

Total expenditures were $1,164,000.

- Administrative salaries are 36 percent.

- Faculty salaries are 24 percent.

- Operating overhead is 40 percent.

Facilities

MOC's physical plant includes 22 buildings, some temporary, with a total of 150,000 square feet.

- There are eight main instructional buildings with four shops in construction, metal, mechanics, and diesel/logistics.

- The college seems well equipped with technical training material, but faculty complain equipment is outdated.

- MOC's facilities include cafeteria, snack bar, three dorms, some staff apartments.

- There is a small library with 10,000 volumes.

Faculty

A large proportion (31 percent) of MOC's faculty have no degrees at all.

- Associate (13 percent), baccalaureate (45 percent), master's (10 percent).

- Faculty without associate degrees by 1983 may not be rehired at the discretion of the President.

- MOC faculty have an average six years teaching experience.

- Faculty salaries are extremely low by U.S. standards.

- Contract teachers also receive housing, transportation to and from the mainland, and other benefits.

Admissions

MOC has an open enrollment policy.

- Anyone can enter non-degree programs, but those without a high school diploma will be on probationary status.
- Degree programs require high school diploma or equivalent and TOEFL score of 450+.

Students

All of MOC's students are Micronesian.

- The largest group (49 percent) is from Palau.
- Trukese are only 1 percent of students; racial tension between Palauan and Trukese students deters Trukese from attending MOC.
- Other districts are well-represented: Marshalls (16 percent), Kosrae (14 percent), Ponape (14 percent), Yap (6 percent).

In other respects, the population looks standard for a vocational/technical school.

- 95 percent of the students attend MOC full-time.
- 80 percent are ages 17-21.
- Most students are male.

Cost of Attendance

MOC students can expect to pay $3500 for a year's education at MOC.

- Tuition $1730
- Room/board $1200
- Fees $175
- Tool set $300

Almost all expenses can be covered by federal financial aid, particularly BEOG, SEOG, and CWS.

- Also, limited institutional and local scholarship assistance is available.

Programs

MOC is oriented around its two-year vocational program leading to an A.S. degree or certificate. It offers courses on its own campus and through the COM Extension Centers.

Remedial

Almost all students (90 percent) take five remedial courses in English which carry credit, but which cannot be applied toward a degree.

- Grammar, sentence structure, paragraph writing, vocabulary skills, and phonetics courses are offered.
- Successful completion is not a prerequisite for credit courses, with the exception of credit English courses.
- The Learning Resource Center offers individualized help.

Credit

The credit program at MOC allow students to obtain an A.S. degree in two years of full-time attendance.

- 1/4 of the credits must be in general education.
- Cumulative GPA of 2.5 is required for graduation.
- On-the-job training is available.
- There are 18 vocational/technical majors.

Certificates of Achievement are also available.

- This program has easier admissions than the A.S. program.
- It has slightly lower credit hours and GPA requirements than A.S.
- Students do not have to pass TOEFL to obtain certificate.
- The same range of majors are available as for the A.S. program.

Certificates of Completion are also offered for special courses or course sequences; they are designed for students needing short-term training or job upgrading.

Non-Credit

MOC offers Adult and Continuing Education courses in Palau and throughout Micronesia.

- This includes inservice training for voc. ed. teachers.

Services

Despite its small size, MOC offers a full range of services including orientation, counseling, student government, and health services.

OUTCOMES

Admissions

Although MOC has an open enrollment policy, it only accepts 59 percent of those who apply.

- 41 percent are rejected due to incomplete applications.
- 67 percent of those accepted actually enroll.

Enrollment

The enrollment in MOC's two-year degree program has fluctuated between 200 and 300 over the past 12 years; the average is about 270 students per year.

- Enrollment is fairly evenly distributed across majors with the exception of four most popular majors:

  General Office Clerk
  Clothing Construction and Design
  Construction Carpentry and Technology
  General Electronic Technology

- No data is available on the enrollment of non-degree or non-credit programs.

Graduation/Attrition

Most students graduate with Certificates of Achievement, not A.S. degrees.

- 63 percent of freshmen graduate (primarily with certificates)

- 94 percent of graduates receive Certificates, 6 percent receive A.S. degrees.

- Distribution of degrees reflects enrollment distribution across majors

Placement

The employment record of MOC graduates has been generally fairly good in the past, but has deteriorated somewhat recently.

- About 75 percent of MOC graduates are employed.

- The proportion of those graduates who are working in their field of training has decreased from 69 percent in 1975 to 50 percent in 1981.

PLANS AND TRENDS

MOC may undergo dramatic changes, not in response to internal plans, but in response to changes in external revenue sources.

- The college currently relies heavily on BEOG, SEOG, and CWS.

- Once the Compact of Free Association is signed dissolving the TTPI trusteeship, student financial assistance programs will be replaced by annual federal appropriations of $3 million to be divided amongst the 3 new political entities.

- It is estimated that TTPI students overall now receive between $9 and $15 million in federal student assistance annually.

- It is not clear how much of $3 million will go to MOC.

The new governments of the 3 political entities have not been fully supportive of the COM colleges.

- DOI had to force them to set aside additional funds for the college last year.

- Palau and FSM do not regard MOC very highly.

- Local governments are also facing fiscal crises and PSE expenditures are not likely to be at the top of their priorities.

- Yet governments may change their minds as they strive to achieve independence and self-sufficiency because of the concommitent need to develop local human resources.

In the face of such dramatic political changes, it is hard to predict the future of MOC.

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4.2.6.3 College of Micronesia Extension Services

DESCRIPTION

History and Governance

The COM Extension Services has Extension Centers which offer CCM and MOC courses in the six original TTPI district centers:

- Marshall Islands
- Kosrae State
- Ponape State
- Truk State
- Yap State
- Palau

The Extension Services had its start almost 20 years ago in Ponape.

- It began as the Micronesian Teacher Education Center in 1963.
- The Center was administered by the University of Hawaii with the TTPI government.
- In 1970 the Center became the Community College of Micronesia. At this time CCM began offering in-service teacher training in each TTPI district, while the main campus focused on pre-service teacher training.
- In 1977 the Extension Services became part of COM and expanded its program to include MOC courses and other CCM courses in addition to teacher training.

The Extension Services is administered by COM.

- The Extension Services are governed by the COM Board of Regents.
- The COM Extension Services officer in the COM Central Office, Ponape, has full control and responsibilities for the six Extension Centers.
- Each center has a Coordinator who is responsible to the Extension Services Officer.

- CCM and MOC have control over courses and curriculum development.

Mission and Goals

The COM Extension Services system is designed to promote regional access to COM in all of Micronesia. The goals are to:

- Extend the services of CCM and MOC to those unable to attend on-campus,
- Upgrade the skills of mature employed persons, civil servants, teachers,
- Provide services to help students plan their careers and personal development,
- Provide special services to the handicapped, institutionalized, economically disadvantaged.

Accreditation

Extension Centers are not themselves accredited, although CCM and MOC are.

- The WASC accredits the schools through which Extension Centers offer courses and degrees.
- The WASC has been critical of quality of programs offered via these schools at Extension Centers.
- In order to receive a degree from an accredited institution Extension Centers students must complete their coursework on campus at CCM or MOC.

Administration

The Extension Centers have very little administrative autonomy.

- Fiscal, administrative, and personnel functions are conducted by COM in Ponape.
- Decisions regarding program content are made by the main campuses which are granting credit for Extension Courses.

The administrative staff at the Marshalls Extension Centers are small.

- Generally, they consist of three people: a coordinator, an assistant, and a typist.

- The administrative staff are responsible for the coordination and supervision of instructors.

Budget

Funding for the Marshalls Extension Centers comes from both the COM and the local governments.

- COM receives $600,000 directly from Department of Interior.
- Each entity receives $200,000 from Department of Interior which they must contribute to COM.
- Extension Centers earn in tuition, which goes to COM.
- Extension Centers also receive funding from their local governments.
- COM reimburses Centers for some of their expenses -- primarily administrative and faculty salaries.

Facilities

Facilities at the Extension Centers are meager.

- For example, the Marshalls Center has only three rooms: office, study room, one classroom accomodating 25. 1,134 square feet in all.
- Generally, there is no library. Reference books are in study rooms.
- Extension Centers do not have dormitories for students who attend from off island.

Faculty

All faculty at the Centers are part time, and the majority hold only B.A.s.

- For example, total faculty at the Marshalls Center is 12 part-time instructors, who teach an average of three courses per quarter, for a ratio of 1:16.7.
- Two hold M.A.s.
- Prior teaching experience is not necessarily required.
- Faculty are normally required to hold B.A., plus 15 credits on subject taught.

Faculty recruitment and retention is a major problem, due to low salaries.

- All are hired from the on-island population.
- $2640 is the annual salary for instructors, who teach three courses per quarter for four quarters.

Admissions

COM Extension Centers have liberal admissions standards.

- For credit-bearing courses, students must have a high school diploma or G.E.D.
- For non-credit bearing, no high school diploma is required.

COM Extension Centers do not require entrance exams.

- All applicants are urged to take the COM Placement Exam, but it is not used to screen applicants.
- SATs or TOFEL not required, but students, in both credit and non-credit, are required to be fluent in English.

Students

CCM estimates that more than 1,500 students attended Extension Center CCM courses in 1981. Data on students MOC courses was not available. The Extension Centers serve a non-traditional student population.

- Most are part time.
- Many are employed, often as teachers.
- The age range is 19-42.

Unlike the main COM campuses, Extension Centers students are virtually all local.

Cost of Attendance

The basic cost of attendance at the Marshalls Extension Centers is relatively high, and additional costs are incurred by off-island students.

- Students who take a full-time load pay $576 per quarter, plus a $35 registration fee.
- Students who do not live on the island where the centers are located must move there to attend the classes, and therefore face additional costs.

Many students rely on federal financial aid to pay for the basic costs of attending the Centers.

- Students receive BEOG, but not CWS or SEOG.
- COM grants are also available.
- Many students attend less than half time and are not eligible for BEOG.

Programs

The programs at the Centers are credit-bearing and non-credit courses from CCM and MOC.

Remedial

The Extension Centers do not offer remediation on a routine basis.

- There are instances of teachers enrolled in in-service training who read English at the 4th grade level.
- When faculty permits and demand warrants, CCM remedial courses in English reading and writing are offered.

Credit

COM Extension Centers are structured to offer degree and certificate programs and adult education via CCM and MOC, but in fact, offer mostly degree courses via CCM.

- Vocational courses are too expensive.
- The focus has been on terminal and transfer degree programs.

The Centers offer CCM and MOC degree programs.

- A.A. in elementary teacher education
- A.A. in liberal arts
- A.A. in general business
- A.A. in vocational/technical areas

Courses taken at Extension Centers may be transferred to COM main campuses.

- To CCM, or as general education requirements to MOC

Non-credit

Extension Centers offer a small range of non-credit courses in subjects such as:

- Handicrafts
- Cooking
- Agriculture
- English
- Office skills

Cooperative Arrangements

The Marshalls Extension Centers offers no programs of a cooperative nature with institutions outside the COM system.

Services

Extension Centers generally have an Extension Services Coordinator and an assistant who provide all additional student services, including advisement and counselling, financial aid, and registration.

OUTCOMES

It was not possible to collect data on the outcomes of the entire Extension Services System. The data reported pertains to the Marshall Islands Centers and may not be generally applicable.

Admissions

More teachers apply for inservice training than the Marshalls Extension Centers can accomodate each year.

- Half that applied in the fall of 1981 could be accepted.
- Policy regarding those applying for inservice training is to accept those who need the least coursework to complete the A.A.

Enrollments

During the winter quarter of 1981, the majority of students were enrolled in the A.A. in liberal arts or business programs.

- 42 percent in A.A./business

- 42 percent in A.A./liberal arts
- 16 percent in A.A./elementary education

Graduation/Attrition

The Marshalls Center has trained about half of the Marshalls elementary school teachers to the A.A. level.

- 25 earned their A.A. last year.
- Another 52 graduates are anticipated by the summer of 1982.
- There are no liberal arts or general business graduates as yet.

Placement

There is no data on work placement of Marshalls Center graduates, but there is some evidence that for some the Center is the first step in the educational process.

PLANS AND TRENDS

The WASC has required that degrees be awarded on-campus. Thus, the Extension Services will lose a large part of its current function.

- It will continue to try to upgrade elementary teachers.
- The former (degree-granting) function will be replaced if Land-grant programs are realized.

The Marshalls, as a political entity, is dissatisfied with its participation in the COM system and is thinking of breaking away.

- The Marshalls feel, programatically and fiscally, that they contribute more than they receive.
- They are looking to the University of South Pacific and the University of Hawaii for PSE needs.
- They also look to the Peace Corps to meet shortage of trained teachers.
- They are considering the NMCC model to meet Marshall's finite need for PSE.
- The relocation of the CCM School of Nursing to the Marshalls may counteract the trend toward separation.

The bottom line is that the future of the Extension Centers rides with the future of COM, and therefore faces the same threats to its survival.

- The change from federal student financial aid programs to a $3 million TTPI scholarship program may undermine Center funding sources.
- The separatist tendencies of the three new political entities may dissolve COM and hence the Extension Centers.

4.3 Assessment of Territorial Institutions

The seven territorial postsecondary institutions confer many significant benefits upon the territories in which they are located, but they also suffer from a number of problems. The territorial institutions have four primary strengths.

- Postsecondary education is available on island in each of the territories. Seven territorial institutions provide postsecondary education opportunities for local residents who do not wish to or cannot leave their territories to attend postsecondary education elsewhere. It should be noted, however, that only Guam and AS have both liberal arts and vocational training in the same location. In the other territories, residents have a more limited range of postsecondary education available; for example, USVI residents can obtain liberal arts and career education at CVI, but not vocational training.

- Many territorial colleges offer extensive remediation and ESL programs. Most territorial students need these programs in order to succeed because as a group they have a relatively low level of academic preparedness. Students' academic preparation suffers because local secondary systems are weak, and many also have poor English skills because English is a second or third language. CVI has an extensive and rigorous remediation program which serves about 80% of the students and is widely believed to be extremely successful. UoG and ASCC also have remedial and ESL programs which are felt to contribute significantly to the academic success of their students.

- Territorial institutions offer flexible programs to meet the territories' unique postsecondary education needs. There is a large demand for postsecondary education to meet the needs of the working population. Many of the territorial institutions provide a variety of programs to serve this population. For example, CVI and GCC try successfully to make their degree programs available to part time students. Almost 70% of CVI's students are part time. An additional benefit of part-time postsecondary education is that it does not disrupt the territories' labor forces. As one educator said: "If we can train them here part-time, we can keep them here working." ASCC, GCC, and COM are notable for their certificate programs which offer an alternative to a full degree. All of the colleges provide a variety of in-service programs to public and private sector employees aimed to upgrade their job skills.

- Territorial colleges offer students good preparation for transfer to mainland college. With two years experience of postsecondary education in their own culture and in programs geared to their level of academic preparation, students may have a better chance of succeeding in mainland colleges than if they had gone directly out of high school. The AS government scholarship program is premised on this belief and it seems to have been borne out. Virtually, all students receiving AS scholarships must first attend ASCC before going on to mainland colleges. It is widely believed that these students have much better academic experiences in mainland colleges as a result of their initial work at ASCC. Most of the other territorial liberal arts colleges serve this purpose to the same extent, but no other territorial government scholarship programs have formally adopted this approach.

But the territorial colleges also face a multitude of problems in their quest to provide a wide range of postsecondary education opportunities to meet the needs of their territories.

- Most territorial institutions have weak and unstable financial conditions. The financial instability of territorial colleges was the number one concern of the accrediting association for the Pacific territorial institutions. Unstable finances result from weak local economies, limited local tax bases, and local government budgets which are highly dependent on U.S. funds. The trend in decreasing U.S. aid to territorial governments will further exacerbate the problem because local governments are likely to reduce postsecondary education appropriations as well. Financial instability undermines the institutions' ability to plan for the future and threatens their accreditation. Colleges in the less developed territories suffer more from this problem than the schools in the USVI and Guam, although ASCC appears to be an exception; it enjoys considerable financial support from the AS government. But even colleges in the more developed territories feel insecure about their financial status and the future.

- Territorial students generally have not been well prepared for college level work. Many students read at a seventh grade level and about 80% of all students require some sort of remediation. The result is that college have to put extensive resources into remediation, ESL, and counselling. This constitutes a significant drain on their already quite limited resources. The drain is particularly a problem at CVI, UoG, and ASCC where they have extensive

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remediation programs. The low level of student preparation causes another problem, particularly at the colleges with more limited remediation programs. Without substantial remediation the overall level of the postsecondary education in the institutions tends to decrease to the lowest common denominator.

- Territorial institutions often do not have a stable, experienced, and qualified faculty. Many faculty in territorial colleges have degrees no higher than a B.A. and a significant number have no postsecondary degree at all. Furthermore, according to the accrediting association for the Pacific colleges, many of these degress are from questionable, obscure colleges. Moreover, the turnover rate is unusually high among the better faculty. Both problems are due to limited financial resources: The territories cannot offer competitive salaries and they generally draw faculty with less qualifications than is desirable. Highly qualified faculty tend to come to the territories to teach for two years and then leave, thus causing the high turnover rate. The end result of the twin problems of low quality faculty and high turnover rate is that the quality of education at these institutions tends to suffer. As would be expected, this is more of a problem for the younger institutions which have the greatest financial limitations.

- Territorial institutions often have inexperienced administrators. This is primarily due to the limited financial resources of the institutions, although other factors also come into play, such as a limited pool of managerial talent in the territories and the influence of local politics on hiring decisions. Some institutions, particularly CVI, ASCC, and GCC, are the exception and their management is more highly regarded. But on the whole, the problem of inexperienced management in the istitutions causes widely acknowledged problems in their management.

- Territorial institutions have generally not engaged in serious planning efforts in the past. Many of them lack even basic academic, financial, and facilities plans. This is partly the result of limited finances, partly the result of poor management. Moreover, they have not involved the community or government in planning. As a result, their postsecondary education programs do not meet local manpower development needs as well as they might. GCC is a noted exception, and CVI and UoG are taking significant steps to remedy this deficiency.

- Territorial institutions generally have inadequate facilities. Space is often cramped, buildings are deteriorating, and equipment is outmoded. This problem also stems from limited resources. The younger institutions suffer from this problem much more so than the older institutions (CVI, UoG, and ASCC) because they missed the period when federal funds were available for college construction. But none of the institutions have adequate funds to build all the facilities they need, to expand their libraries, or to counteract the deteriorating effect of the tropical climate on existing buildings. The problem is particularly critical at CCM which conducts its programs in quonset huts.

- With few exceptions, territorial institutions do not offer as much vocational, technical, and career training as students and the community would like. In part, this too is a problem of limited resources. The institutions do not have the financing to offer as many programs as they would like to. But it also results because most of the schools were originally established as teacher training colleges and have used mainland liberal arts rather than vocational or career training. Students clearly would like more career training than is currently available. At UoG, the demand for undergraduate business courses far exceeds the capacity, and registration closes only a day after it opens. And government officials and the business community universally complain that their local colleges should provide more vocational and career training.

While the territorial institutions face numerous problems, it should not be assumed that these negate their institutions' strengths and benefits. In fact, the first strength cited -- the existence of postsecondary opportunities in every territory -- outweighs all of the problems.

Chapter 5

REGIONAL COOPERATION

In both the Pacific and the Caribbean, postsecondary institutions in the U.S. territories have begun to broaden their perspectives and to direct some of their efforts outside the bounds of their own territories. The regional efforts are based on three objectives:

- To provide PSE more efficiently by cooperating with other institutions in the region,
- To serve the special needs of the people in the region,
- To help the territories serve a useful role in U.S. foreign policy in their regions.

In this chapter, we will describe and assess current efforts at regional service and cooperation.

5.1 The Pacific

There are several types of regional PSE efforts in the Pacific, but the most important ine is the Pacific Postsecondary Education Council (PPEC), a one-year-old forum composed of the chief executives and board chairmen of each PSE institution in the Pacific territories. Other regional efforts are the College of Micronesia (COM), a cooperative PSE effort among the three TTPI political entities, and the contract courses offered on other islands by UoG and GCC. These are discussed briefly before the PPEC.

College of Micronesia

COM began in 1978 as the PSE institution for the united TTPI. Now with the dissolution of the Trust agreement it will serve the three separate entities.

COM provides both liberal arts and vocational training through its component parts.

- CCM in Ponape, FSM, is a two-year college which provides liberal arts and some career training. CCM also has a small nursing school which is currently located in Saipan, CNMI, but which will probably be relocated to Majuro, Marshall Islands.

- MOC in Palau provides vocational and technical training.

- COM Extension Centers are located in each of the six original TTPI district centers and offer CCM and MOC courses.

COM serves primarily a coordinating role for the constituent parts. Its functions include:

- Fiscal control

- Personnel administration

- Federal grants management

- Coordination of Extension Centers

The dissolution of the TTPI may prove to be a threat to the survival of the COM. It requires cooperation, since many people believe that none of the three entities can support a college on its own. Initial signs about future cooperation are not promising.

- COM has had trouble getting financial support from the three new governments. Last year support came from an OMB/DOI line item for COM $200,000 in each government's budget, but in the future support must voluntary.

- The proposed compact contains a provision for the conversion from BEOG and other federal student financial aid programs ($12 million) to a special TTPI scholarship fund ($3 million) for all three states. This would drastically cut one important source of COM revenue. On the other hand, the new states could channel all scholarships through COM.

- There has been a long history of rivalry (even violence) among students from different islands which mitigates against cooperation.

- Political trend is toward separation, not cooperation.

Thus, the future is uncertain. The release of "Harlan" funds ($6 million) to build the CCM campus would help to establish a stronger presence and perhaps local commitment to COM. But most observers are pessimistic about successful cooperation in the future without federal intervention.

Contract Courses

Most territorial institutions (UoG, GCC, COM) offer contract courses on other islands. To some extent, this is not different from contracts with "mainland" schools (Hawaii, San Jose, etc.); IAs sometimes buy expertise from other schools. But the recent trend, aided by PPEC, is toward preferring schools within region over mainland colleges if possible.

Pacific Postsecondary Education Council

The PPEC is a relatively young, but formal and functioning organization. It is still growing in scope and influence over PSE activities in Pacific territories.

The PPEC grew from an initial idea (attributed to Representative Won Pat) to create a "Pacific Center" on Guam.

- The Washington caucus of territorial representatives picked up the idea and proposed a council of IA PSE officials.

- They contacted the Academy for Education Development, which wrote proposal to FIPSE to fund the Council.

- FIPSE narrowed the objectives to "coordination and cooperation" and funded a three-year grant to the Academy for $220,000 to help organize Council.

- The grant expires this year.

The PPEC is composed of the territorial colleges and other neighboring institutes. In 1981, the PPEC filed its certificate of Incorporation and Bylaws and is now a legally-chartered, private, non-profit regional organization, incorporated in Guam.

- Voting members are the chief executives and board chairmen of UoG, GCC, COM (including CCM and MOC), NMCC, and ASCC.

- The resulting representation is: Guam (4); TTPI (4); AS (2); and CNMI (2); this is roughly proportionate to the population.
- There are non-voting members from U of Hawaii, U of South Pacific, East-West Center.
- Also, the "Washington liaison" from the Academy, who initially served as organizer is now more an advisor.

The PPEC serves primarily as a forum for the territorial colleges to meet together to discuss issues of common concern and to develop and undertake cooperative efforts.

- It has four officers.
- The Council meets for several days twice a year.
- It is currently in the process of hiring a half-time executive director.

Despite initial skepticism, rivalry, and caution, PPEC members found they had common problems -- with developing schools on small islands and with dealing with federal programs -- and found it useful to share information. Common actions are not so easy, but they had agreed to work together. All are still committed, though some more than others.

- At one end, ASCC sees benefits limited to discussion of common experience and problems; it feels closer links to Hawaii and South Pacific.
- At other end, COM and NMCC see the PPEC as an important vehicle for the development, efficiency, and ultimately, survival of their colleges.
- UoG and GCC are more in the middle; as the stronger institutions, they see both benefits and costs to regional efforts.

The objectives of the PPEC are still somewhat fuzzy, but current efforts seem to be targeted in several areas.

- Pacific Center: The concept is still vague, but the notion of a regional research center (on Guam) serving needs of Micronesia is still a central objective of PPEC. The focus is on communication, manpower planning, and energy.

- "Campus of the Pacific": This is a developing concept of curriculum coordination to improve access and increase efficiency. Includes articulation agreements (cross-registration, transfer of credits, etc.). It may be evolving to a system of two-year colleges feeding into the four-year program at UoG.

- Federal Programs: The PPEC is concerned about lack of responsivieness from Feds. The general objective is to increase funds and flexibility and to decrease red tape. More specifically, to free up COM "Harlan" funds and to coordinate TTTAP through colleges.

- Accreditation: There are concerns about lack of responsiveness from WASC, particularly with respect to facilities and financial independence. Want to get permanent representative from PPEC on WASC or get a separate commission for Pacific.

- Telecommunications: An important component of the "Campus of Pacific" is to develop satellite teaching and library programs.

- Exchange Programs: The PPEC hopes to promote the exchange of students, faculty, and administrators to share resources, experience, and expertise.

The PPEC is just beginning to make progress in many of these areas. The big question is: does it have the momentum, commitment, resources to continue without FIPSE support?

The PPEC has outstanding ideals and goals, but progess has been difficult and slow. Nonetheless, there has been real and important progress.

- PSE officials are now communicating regularly. This is not trivial. Prior to the PPEC even UoG and GCC had no regular communication. Others tended to avoid Guam PSE institutions.

- PSE officials are working together in the development of programs. They are not only talking, but arranging contract courses and starting to give preference to dealing with PPEC member institutions. Also, they are starting to work toward greater coordination along the lines of the "Campus of the Pacific." Registrars have met and developed a plan for transfer of credits.

- PSE officials are working together to deal with common problems and opportunities. PPEC has shown success in banding together for common purposes:

  - It was largely responsible for enactment of 1980 HEA 1204 provisions for territories (including this study), and for prodding ED to use provisions.

  - The FIPSE grant is evidence that joint efforts of IAs are attractive to Feds.

  - PPEC is submitting a joint proposal for a telecommunications grant. A major step forward for Council.

- PPEC has begun to raise dues from members to support the organization after FIPSE. Dues of $10,000 each will yield $50,000 per year, compared to $60,000-$70,000 per year from FIPSE.

Most of the easy progress has been achieved. Now it starts to get tougher, and there still many barriers to be overcome.

- Each institution puts its own interests first, as it feels it must. Residual fears, grudges, and jealousies deter more effective cooperation and integration.

  - Other Micronesians resent Guam, in particular, and Guam sometimes acts to confirm fears of indifference or domination.

  - On the other hand, small institutions want to benefit from UoG's resources and experience. It goes both ways.

  - ASCC sees greater benefits and has greater loyalties to Hawaii and South Pacific.

Ethnocentric tendencies throughout the region exacerbate problems. Feelings of racial and ethnic superiority are not uncommon throughout Micronesia.

- The future funding of the Council is uncertain. The FIPSE grant ends this year and it is not clear whether all the institutions will pay their "dues" or continue to in the future.

- There is no driving force behind the PPEC. As yet, there is no staff. Members have urgent concerns at home. Thus, enthusiasm at meetings dissipates quickly and follow-through is lacking. This is exacerbated by the "laid-back" attitude of the Pacific cultures. Generally, there is no urgency to the task at hand.

- Communication problems deter greater coordination. It is often easier to call Saipan from Washington, D.C. than from Guam. Even worse for rest of Micronesia.

- The PPEC has little recognition and no authority. Only the Palau government has recognized the PPEC, though resolutions have been drafted for all legislatures. Moreover, the Council operates by consensus. Also, decisions can be (and sometimes are) ignored.

- Most PPEC initiatives remain vague in concept and minimal in practice. Pacific Center and Campus of Pacific concepts have barely passed the phase of five-page concept papers. They are starting to move on transferability, but still have far to go.

Said one participant, "It's heartwarming to talk about regional cooperation, but so far it's mostly rhetoric." The Council has come a long way i two years, but it still has a long way to go in reaching its objectives.

5.2 The Caribbean

Although there are two U.S. territories in the Caribbean, this study covers only one, the Virgin Islands (USVI). Puerto Rico, a freely associated commonwelth whose population is 50 times that of the USVI (or any other U.S. territory), generally is not included in legislation or regulations covering the U.S. territories. Moreoever, for reasons of race, culture, language, and size, there is little interest in "regional cooperation" on either side of the straits that divide the Spanish-speaking Greater Antilles (the Western Caribbean) from the English-, French-, and Creole-speaking Lesser Antilles (the Eastern Caribbean).

By race, language, and culture, the USVI, with a large alien population from "down island," feels a regional affiliation with the Eastern Caribbean islands; and accordingly, CVI looks southeast in its efforts at regional service. Although there is little or no coordination with the University of the West Indies, the other four-year school in the region, CVI does have several regional objectives.

- Eastern Caribbean Center. CVI has a Caribbean Research Institute with centers for water resources, ecological, and social research. It would like to expand activities to enhance interaction with other islands, to enhance respect for the U.S., and to serve as an agent of U.S. foreign policy in the Caribbean.

- University of the Eastern Caribbean." CVI already serves a substantial number of down-island students. Attracting other students allows greater scale, wider offerings to USVI and Eastern Caribbean students. CVI want to continue to grow in this way.

Thus, lacking sister schools in other U.S. territories, CVI's regional efforts are oriented toward expanding the scope and influence of the institution, rather than cooperative programs with other institutions in the region.

5.3 Common Characteristics of Regional Cooperation

Some of the unique characteristics of the IAs tend to promote regional cooperation, either from necessity or from opportunity.

- Because of the small populations on most of the islands, colleges must either attract students from other islands or cooperate with other schools in order to achieve the scale required to offer broad-based curricula.

- Because there are few PSE institutions on the islands, IA colleges have a unique opportunity to conduct research into the physical and cultural environment and to contribute to progress in their region.

- Because they are "outposts" of the U.S., IAs (and their PSE institutions) feel they can make a unique contribution toward U.S. relations with their alien neighbors.

U.S. territories in the Pacific and the Caribbean have made progres toward these objectives. But in both areas they face similar problems.

- Racial and cultural differences deter cooperation. Each group of islands has its own hopes and fears, its own pride and prejudices.

- Institutional objectives and self-interest also pose barriers to cooperation.

- IA colleges generally lack the financial resources to develop research institutes and regional centers.

Despite these barriers, regional efforts are likely to continue. The pace of progress, however, is likely to depend on federal support for IA initiatives.

Chapter 6

MAINLAND INSTITUTIONS

It is generally believed that the majority of territorial students who attend college go to college in the mainland or Hawaii. It was not within the scope of this study to gather and analyze data on the types of colleges territorial students attend and their educational experiences there. Nevertheless, in order to complete the picture of postsecondary opportunities for terriotrial students and to provide a useful comparison for territorial PSE institutions even at a very general level. Given the paucity of data on territorial students in mainland institutions this discussion will be very general and will rely on commonly held beliefs and on common sense.

In this chapter we will describe and assess mainland PSE institutions. In the first secion the characteristics of the institutions and the students will be discussed. It will address the types of programs, possible outcomes of mainland PSE, and future trends. In the second section we discuss the strengths and problems of mainland PSE for territorial students.

6.1 Description

Territorial students have the same opportunities as mainland students to attend any college which accepts them anywhere in the U.S. Therefore, the schools that the territorial students go to cover the spectrum in location, size, type, faculty, and admissions policies, programs, and services. While there is some evidence that territorial students tend to cluster in certain types of schools, we

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do not have enough data to state anything conclusively. Thus, as elsewhere in this chapter, we will describe the range of characteristics of mainland colleges without indicating the prevalence or predominance of the different characteristics.

Location

Territorial students attend colleges all across the mainland and Hawaii, but there is evidence of clustering in certain areas.

- Students from the Pacific territories for the most part attend college in Hawaii, the West Coast, Midwest, and South.
- Data on CNMI students indicate that largest proportion of Pacific students to cluster in colleges in Hawaii.
- It is generally believed that USVI students cluster in minority colleges in the South and Northeast.
- About 250 TTPI students attend five colleges in the Midwest and West coast which are part of a special consortium project, funded in part by a federal grant, to provide support services to Micronesian students.

Clustering may result for a number of reasons:

- Geographical proximity
- Climate
- Draw of family and friends attending particular institutions
- Aggressive recruiting policies of some colleges
- Existence of special programs for territorial students (e.g., consortium colleges).

Size/Type

While territorial students attend all different types of colleges, there is some evidence of certain patterns in the types of colleges most attend.

- Most attend small colleges with student populations under 4,000.
- A large proportion attend two-year colleges.
- Relatively few attend graduate schools.

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- The great majority attend liberal arts and career oriented colleges; a small percentage attend vocational colleges.

The quality of the colleges which territorial students attend varies considerably.

- Some evidence and common belief that best students go to colleges with high academic standards.
- Most students attend good or average colleges, although many of them are obscure.
- Some students attend 'diploma factories' with poor academic quality.

Faculty

It was not possible within the scope of this study to collect information about the training, quality, and teaching experience of the faculty at the colleges that territorial students attend. It seems reasonable to assume that these characteristics correlate closely with variations in the quality and academic standards of the colleges.

Admissions and Recruitment

Admissions requirements vary according to college standards.

- High standards, high GPA and SAT scores, for the better colleges.
- Medium standards, lower GPA and test scores, for the good and average colleges.
- Almost open enrollment for many of the colleges territorial students attend. Only GED or high school degree required.

Recruitement efforts vary considerably.

- Most colleges do not attempt to recruit territorial students.
- Most students learn about colleges through their high school counselors, friends, and family.
- 'Diploma factories' wage aggresive recruitment campaigns for territorial students. Major incentive is to capture BEOG and other federal assistance dollars that territorial students can claim.

Student Characteristics

Almost universal eligibility for federal financial assistance and easy admissions policies for many colleges makes it possible for many territorial students to go to mainland colleges.

- No hard data in any of the territories on the number of students in mainland colleges.
- It is estimated that 20 percent to 50 percent of high school seniors go to college and that the majority go to the mainland. (But it should be noted that far fewer territorial students make it through high school than they do in the states. Therefore, the proportion of the youth population going on to college is smaller than the 20 to 50 percent figure indicates.)
- It is estimated that about 8,000 students from the Pacific territorities currently attend mainland colleges.
- Many students go into the military as an interim step to get money to support them later in college. Others see the military itself as offering many of the advanages of training and exposure to new places and ideas that a mainland college education would bring.

It is generally believed that territorial students who attend college in the mainland exhibit a wide range of characteristics.

- Most often they go directly from high school.
- They are generally younger as compared with older students in territorial colleges.
- The better students from public, private and parochial high schools usually choose mainland PSE over the local.
- Students from wealthy families tend to choose mainland PSE over local alternatives.
- Average and poor students also attend mainland colleges.
- Most students come from low income families (and receive federal and local financial assistance).
- Most students come from families in which parents have not finished high school or attended college.

Reasons for Attendance at Mainland College

Territorial students have most of the same reasons for wanting to go to college away from their home that most mainland students have from wanting to go to college out of their home town. But they tend to feel the urge to leave more strongly because the islands are so small, parochial and isolated. They have a number of reasons for wanting to attend mainland college.

- Get a better education.
- Get specialized training unavailable on island.
- See the world.
- Get off the island.
- Get status of mainland education.
- Meet expectations of family and friends.
- Learn new things and have experiences so they can come back and have stories to tell. This is particularly important in Micronesian territories where there is an honored tradition of people leaving islands and returnning with new ideas and stories.
- Obtain higher financial situations. The financial aid students receive may be higher than any income they could earn if they stayed and worked on island.

Cost of Attendance

Territorial students attending mainland college are faced with a wide range of costs depending upon the college they attend: it could be quite expensive or inexpensive. All territorial students who attend mainland college face additional expenses (between $2,000 and $3,000 per year) because of the distance from their homes. Some mainland students would also face similar costs, but generally the airfaire costs would not be as high as those facing Pacific students.

- All territorial students incur high air transportation costs. About $600 roundtrip from USVI and $1500 - $2000 from the Pacific.
- Those attending school in cold climates will also have to buy cold weather wardrobes, (about $400). Since air transportation is expensive, most students will remain on the mainland for school vacations and incur additional costs (about $500).

Financial Assistance

Almost all territorial students who attend mainland colleges come from low income families and require financial assistance from federal and local sources.

- Most students receive federal financial assistance.
- Many also receive local government scholarships, grants and loans.

The amount of federal financial assistance that students receive depends in large part on the way mainland colleges package federal aid programs.

- Students could have received up to $11,000, if they participated to the maximum in all six federal programs, but the great majority do not.
- Most students receive BEOG, SEOG, and CWS and the average total award is thought to be around $5,000.
- It is generally thought that most students do not participate extensively in the two loan programs or SSIG.
- Since it is clearly in their interest, many colleges try to provide as much financial support as possible, and they use this as a recrutitment tool.

It is belived that the majority of students also receive local government scholarships, grants and loans.

- Each territory offers scholarships, grants, and loans.
- Decision criteria for awarding local financial assistance is not usually very clear. Sometimes based on merit, sometimes on local manpower needs, most often it is arbitrary and may be influenced by politics and family status.
- Awards vary. In CNMI, for example, students can receive up to a total of $7,000 per year --- $1,000 from competitive scholarships, $2,000 from grants, and $4,000 from loans.
- Average award thought to be around $2,000 annually.
- Generally, there is little accountability once awards are given in terms of reviewing students' academic performance.

While financial assistance provides enough support for some students to complete degrees, many students have considerable difficulty making ends meet.

- Sometimes the financial aid is not enough to cover the cost of attendance. Most colleges expect students' families to make some contribution and this generally is not possible for many territorial students.

- Many students from the Pacific have difficulty budgetting their money to last the year. They end up spending it all in the first few months and have no money for the remainder.

- Pacific students are under heavy pressure to 'share' their wealth with friends and family.

- Sometimes the financial assistance is enough to get students to the mainland, but leaves inadequate funds to make it through the year.

- According to a survey of TTPI students who had attended mainland colleges, 73 percent of those who dropped out cited financial reasons.

Programs

In aggregate, mainland colleges offer immense variety in programs. But with the exception of conservative colleges, none of the programs are designed to meet the unique needs of territories and territorial students.

More and more colleges are offering remediation as student preparation has been falling.

- Some colleges offer extensive remediation, others offer very little.

- Most colleges do not offer much of ESL programs.

- Consortium colleges have designed special remediation programs specifically for territorial students' needs.

In aggregate, mainland colleges offer every type of degree program and area of specialization.

- A.A., B.A., M.A., Ph.D., etc.

- Certificate programs are usually not available.

- All areas of program and course specialization, such as law and medicine.

- Liberal arts, career-oriented, and vocational programs.

Many colleges offer a variety of special programs.

- Year abroad
- Exchange programs
- Non-resident work teams
- Research fellowships

Other Services

In aggregate, mainland colleges offer a full range of services: orientation, counselling, tutoring, and placement. But with the exception of the consortium programs, none are geared to the needs of territorial students.

- Mainland colleges generally have fairly extensive support services, although there are variations according to priorities and finances of college.
- These services are designed with the needs of the mainland student population in mind.
- It is generally believed that due to culture shock and lack of academic preparation most territorial students need more support services than colleges provide.
- Consortium colleges have designed special orientation, counselling, and tutoring programs for Micronesian students.
- Placement services are not geared to employment opportunities in the territories.

OUTCOMES

It is commonly believed that mainland PSE is a mixed bag for territorial students.

- Better and average students go to good and average colleges and receive useful training.
- Academically poor students go to mediocre colleges and end up dropping out or getting worthless degrees.
- Many students, even the better academically prepared, experience culture shock which undermines or ruins their PSE experience.

There is no data available on the matriculation rate of territorial students.

- Better and good students with financial aid resources get admitted to mainland colleges.
- Common belief that due to 'diploma factories' any student with a high school degree can find admittance to a mainland college.

It is estimated that more than 8,000 students are currently attending mainland colleges.

- In 1980 2,000 TTPI students were attending mainland colleges.
- Most students attend small mainland colleges with student populations less than 4,000.
- Most students attend liberal arts colleges; only a small percentage attend vocational colleges.
- Most students pursue career-oriented programs in the areas of education, business, health, and the social sciences.

It is commonly believed that there is a high attrition rate among territorial students attending mainland colleges.

- Some students drop out in their first year.
- Many 'stop out' for financial or family reasons and return later to complete the degree.
- General belief that attrition for territorial students is much higher than for mainland students.
- One study based on biased data showed that the attrition rate of territorial students was comparable to that of mainland students.
- Commonly believed that students who attended local colleges prior to attending mainland coleges have a better chance of completing their degrees.

Unfortunately, there is no data on the percentage of students who obtain employment after college, the type of jobs they take, or the location of those jobs.

- General belief that many students find employment in the states, although some may return to the territories after a few years.

- In the past most students returned to take government jobs. This has slowed down recently.

- Some students return to territories to find employment in their area of training.

- Others return to find no jobs available in their area of training.

- Some cannot find any employment in the territories at all. They may return to the states or reenter the non-cash village economy of fishing and farming.

PLANS AND TRENDS

There are a number of factors at work which are likely to change the picture with regard to mainland PSE in the future.

- Reductions in federal financial assistance may reduce the number of territorial students who can afford mainland PSE. The impact is uncertain because the heaviest cuts are in the loan programs and it is unclear how much territorial students have relied on loans.

- Local financial aid programs may be reduced thereby circumscribing the number of students who will be able to attend mainland PSE. Reductions in local student aid programs are likely to result from the contraction federal support for local government budgets.

- Change in student financial aid policies may affect the number and type of students who attend mainland PSE. As territories are forced to reduce the aid available they may add or strengthen academic and field of study requirements or add other strings, such as the requirement that students return to work in the territories. Some territories already impose some requirements but they may make them more restrictive.

- Declining enrollments of mainland students may be an incentive for some mainland colleges to actively recruit territorial students who bring federal financial aid dollars with them.

One thing will not change: Territorial students will continue to want to go to mainland collegs to see the world and have new experiences.

6.2 Assessment

Mainland colleges present a different set of strengths and problems than territorial colleges do. There are three major advantages to mainland postsecondary education.

- Territorial students benefit from their exposure to American culture, society, and government. By attending college in the mainland, territorial students learn new ways to think and behave which will serve them whether they return to the territories to work or remain in the mainland.

- Mainland colleges offer a tremendous variety of programs which are not available in the territories. Students can pursue specialized undergraduate programs and graduate training, such as medicine and law, which it is not feasible to provide on-island because the small numbers of students desiring these programs and the territories' limited manpower needs for professionals do want warrant the investment on-island.

- Mainland colleges can give the better territorial students the academic challenge they need. No matter how good the local institutions are and become, there will always be better colleges in the mainland. The best territorial students benefit greatly from the opportunity provided by these colleges.

Mainland postsecondary education also presents a number of serious problems, mostly because the colleges do not, on the whole, gear their programs to the unique needs of the territories and territorial students.

- With a few exceptions, mainland institutions do not offer the type of remediation, ESL, and counselling which most territorial students need. Mainland colleges, in general, do not design special programs to meet the unique needs of the small number of territorial students who attend their colleges. Thus, territorial students have to adjust to the standard roster of programs. Unfortunately, as we have often cited, territorial students often have special problems which require extensive remediation and ESL programs -- programs which are often not available in the mainland schools. As a result, many students experience difficulty academically and with cultural adjustment, and some drop out before completing their degrees.

- Many territorial students drop out of mainland colleges. The main reasons are that they lack academic preparation and they experience culture shock. According to one territorial observers: "It is a traumatic experience for kids to go to college in mainland schools because of the prejudice and difference in climates. They are not used to dealing with people of different cultures."

- Some mainland colleges are diploma factories. Some colleges actively recruit territorial students because of the federal financial aid they bring. These schools often provide inferior postsecondary education, and many students drop out or receive worthless degrees.

- Many territorial students do not return to the territories. These students work in the mainland after they have dropped out or completed their mainland postsecondary education. This is widely known as the "brain drain." From the students' perspective, this may be fine; but the territories lose needed manpower.

- Other territorial students return to the territories with training which is not useful in the territories. Territorial students are free to pursue whatever type of training they desire. Unfortunately, they often get degrees in areas, such as history or political science, which are not greatly needed in the territories. As a result, they sometimes have difficulty finding employment when they return to the territories.

- Some students go to college in the mainland just to see the world. They are not serious about their education. In these cases, the considerable financial aid expended to support these students is wasted.

- Mainland colleges indirectly contribute to the poor conditions in territorial postsecondary institutions. The mainland draws the best students away from territorial institutions and thereby lowers the overall standards. But more important, it diverts the students and funding needed to increase the size, scope, and quality of territorial colleges. Quite simply, it inhibits their development.

It is difficult to assess the balance of the strengths and problems of mainland postsecondary education. One reasonable conclusion is that for the better territorial students, and for many of the average territorial students, mainland postsecondary education can have many benefits. But ill-prepared territorial students may run into many problems. It is also clear that mainland postsecondary education offers territories some advantages, but there are several serious drawbacks, most importantly, the loss of trained manpower to employment in the U.S.

PART III

THE FEDERAL ROLE IN TERRITORIAL POSTSECONDARY EDUCATION

The federal government plays a significant role in supporting territorial postsecondary education through federal student financial assistance programs and through grants to territorial governments and postsecondary institutions. This part of the appendix presents the study findings on the utilization of these programs in the territories and on the strengths and weaknesses of federal aid to postsecondary education in the territories.

Chapter 7

FEDERAL FINANCIAL ASSISTANCE TO STUDENTS

In addition to supporting postsecondary education in the territories through grants to territorial institutions and governments, the federal government provides financial assistance to territorial students. The goal of the financial assistance programs is to provide financial support for the postsecondary education of financially needy students. Territorial students are eligible to participate in all these programs. With this assistance students can choose to attend college wherever they have been accepted, on the mainland or at their local territorial colleges. Student financial assistance programs also indirectly provide support to accredited territorial institutions when territorial students choose to attend local colleges. The financial assistance they use to pay tuition and room and board then becomes part of the revenues available to territorial insitutions.

7.1 Federal Programs and Activities

There are six major ED student financial aid programs.

- Three grant programs: Basic Educational Opportunity Grants (BEOG), Supplemental Educational Opportunity Grants (SEOG), and State Student Incentive Grants (SSIG).

- Two low-interest loan programs: Guaranteed Student Loans (GSL) and National Defense/Direct Student Loans (NDSL).

- One work opportunity: College Work Study (CWS).

The primary goal of these programs is to provide financial assistance to students to support their PSE. Specific goals are as follows:

- BEOG: Broadest goal. To provide financial assistance to eligible PSE undergraduate students.
- SEOG: To assist undergraduate students in exceptional financial need.
- SSIG: To encourage states to expand grant programs for PSE students.
- GSL: To provide low-interest loans to PSE students.
- NDSL: To provide low-interest loans to needy undergraduate and graduate students.
- CWS: To promote part-time employment for needy PSE students.

Availability

With the exception of the one entitlement program (BEOG), the availability of the financial aid programs depends upon the participation of lenders, states, and PSE institutions.

- BEOG, an entitlement program, is the only ED student aid program that students can count on if they are attending an accredited PSE institution and meet the eligibility requirements.
- The availability of SEOG funds depends upon the decision to participate by institutions.
- SSIG depends upon the decision of states to participate and their willingness and ability to provide a dollar-for-dollar match.
- GSL depends on the participation of PSE institutions and lenders.
- NDSL depends upon the participation of states and willingness and ability to provide a 10 percent match.
- CWS depends upon the decision of institutions to participate and the decision of states, institutions, and employers to provide the 20 percent match.

Student Eligibility

Students must satisfy several criteria in order to be eligible to receive federal financial assistance.

- Acceptance or attendance at an accredited PSE institution
- At least half-time attendance in a degree program
- Satisfactory academic progress
- Financial need

Institutional Eligibility

The primary criterion for institutional eligibility is accreditation.

Award Size

In FY 1981 the maximum that a student could have received from federal programs was about $11,000. Most total awards were below the maximum and most students do not participate in all federal programs. It has been estimated that the average total award for territorial students was about $4,000.

- BEOG: $200 to $1,750. Up to one-half the cost of attendance. Award determined by federal formula.
- SEOG: $200 to $2,000. Award size determined by the institution based on number of students eligible and federal appropriation.
- SSIG: Up to $2,000. Award size determined by the state.
- GSL: Up to $2,500 per year.
- NDSL: Up to $2,500 per year. Award size determined by federal appropriation, revolving fund, and state matching.
- CWS: Up to $3,000. Award size detemined by the institution and state government appropriation.

Duration of Receipt of Funds

Different rules apply regarding the duration of time for which students may continue to receive federal financial aid.

- For the grant and CWS programs students are eligible to continue receiving funding for as long as it takes to complete their degrees if they are making satisfactory academic progress.

- The loan programs have a maximum total that students can receive of $12,500 for GSL and $6,000 for NDSL.

Federal Activities

Providing funding is only a part of the federal government's role in providing financial aid to territorial students. Administering these programs involves other activities as well.

- Disseminating information to PSE institutions, high schools, territorial government agencies, and students on programs and policies.
- Sending out applications.
- Reviewing applications and determining awards.
- Reviewing reports from PSE institutions, leaders, and territorial government agencies which are administering student aid programs.
- On-site monitoring.
- Providing training and technical assistance through visits, conferences, and correspondence.

Federal program managers generally treat territorial agencies, institutions, and students the same way they treat state agencies, institutions, and students. There are, however, some exceptions.

- BEOG applications from territorial students are treated differently than applications from mainland students. Territorial students do not have social security numbers and the computers processing applications have been programmed to accept territorial applications despite this. An application from a mainland student which lacked a social security number would be returned to the student as incomplete.
- Some federal officials stated that they may not apply standards as strictly to applications and reports from territorial agencies and institutions as they would from mainland colleges and agencies. They recognize that the territories lack the funds and expertise to write polished appplications and reports and that they face other unusual circumstances. Some managers spoke of "bending the rules" when it came to the territories.

- On the whole, federal program managers do not provide as much training, technical assistance, and on-site monitoring as they provide to the states. They feel the travel costs are prohibitive and fear that site visits would be viewed as junkets.

- The territories have an ombudsman in ED on the Asian and Pacific American Concerns Staff but he is not involved in grants management.

PLANS AND TRENDS

The administration has proposed reductions in some of the student aid programs and changes in the eligibility requirements in others for FY 1983. The underlying philosophy guiding these changes is that states and localities should assume more of the responsibility for supporting PSE and that students and their parents should take on more of the financial burden. Needy students would be able to receive an annual maximum of $9,200.

- BEOG: annual maximum award to be reduced from $1,750 to $1,600.

- SEOG: eliminated entirely.

- SSIG: no change.

- GSL: increase initial fee and add more stringent financial and eligibility requirements.

- NDSL: a moratorium on new capital contributions and an increase in the initial fee.

- CWS: total appropriations for CWS will be reduced 28 percent from the FY 1981 level.

In addition to changes in the individual programs, there will be a radical change for the TTPI with the coming termination of the trusteeship.

- TTPI students will no longer be eligible for federal student financial aid.

- These programs will be replaced by a $3 million scholarship fund to be shared by the three new political entities.

7.2 Territorial Response

Territorial participation in federal student financial aid programs has three components: the participation of territorial students, territorial PSE institutions, and governments. Students may recieve funding from all of the programs. Territorial PSE institutions may play a role in administering all of the programs. Territorial governments play a significant role with regard to three of the programs SSIG, NDSL, and CWS.

Territorial Students

Although almost all territorial students meet the eligibility requirements for all the student aid programs, it is believed that students' participation varies significantly depending upon where students attend college. The participation rate and size of the awards recieved is thought to be lower for students attending territorial PSE institutions than mainland colleges for a number of reasons.

- Many students attend territorial colleges for less than half-time and therefore do not satisfy one of the eligibility requirements.
- Territorial colleges often charge low tuition, so students do not need as much financial assistance.
- Territorial colleges do not offer the loan programs, so students cannot use them.
- In some cultures, such as AS, students are not urged to rely on federal programs, but instead look to their families for support.

Students attending mainland PSE are thought to rely more heavily on federal aid programs for a number of reasons.

- Mainland PSE is more costly than territorial PSE. Students need federal aid to go.
- Some students look upon federal aid as a ticket to get to the mainland.
- Most students attending mainland PSE go half-time or more so they meet the eligibility requirements.
- Mainland colleges usually offer a wider range of federal programs including the loan programs. So, territorial students are able to participate in more programs.

Unfortunately, ED was not able to provide data on the average awards to territorial students for federal student financial aid programs. Estimates on the average awards to territorial students in teritorial and mainland PSE are as follows:

- Less than $2,000 a year for students attending territorial PSE institutions.

- About $4,000 a year for students attending mainland PSE institutions.

Territorial Institutions

With the exception of ASCC, all eligible territorial PSE institutions do or will (GCC) participate fully in all available student financial grant programs, but not the loan programs. There are several reasons for variations in their participation rate by program. It should be noted that NMCC is not eligible to participate because it is not accredited.

- BEOG: All eligible institutions will or do participate to full extend except ASCC, the reason being that there is no matching required and no federal limit since it is an entitlement. ASCC has a lower participation rate because of the low cost of attendance and for cultural reasons.

- SEOG: All eligible institutions (except ASCC) will or do participate as much as they can, but limited federal appropriations keeps to low level. All would use more if more funds were available.

- SSIG: None receive any funds due to low local government and federal appropriations.

- NDSL and GSL: Except CVI, none participate because of the high default rate at UoG in the past and because of the matching requirement of NDSL. CVI cut down to a low level for the same reasons. In addition, local banks have refused to participate.

- CWS: All eligible institutions participate, but the extent of participation is limited because of the matching requirement. ASCC has a lower participation rate because of the low cost of attendance.

Territorial institutions received a total of about $1.4 million in FY 1981 from student financial aid programs. All institutions do or will (GCC) participate in these programs with the exception of NMCC which is not eligible. Most institutions paticipate in BEOG, SEOG, and CWS, and not in SSIG, GSL, or NDSL.

- CVI: Total $213,685. They participated in BEOG for $128,600, SEOG for $28,173, CWS for $54,912, and GSL for $2,000. CVI is the only institution in 1981 to receive any GSL funds. Twenty percent of CVI students participate. Funds are 6 percent of CVI total revenues.

- UoG: Total $512,755. They participated in BEOG for $299,800, SEOG for $26,581, and CWS for $186,374. Most of UoG students participate. Funds are 6 percent of total UoG revenues. Participation in GSL terminated due to high default rate.

- GCC: Did not participate in 1981, but will in 1983.

- ASCC: Total $224,039. They participated in BEOG $54,000 and CWS for $30,000. Twenty-five percent of ASCC students participate.

- CCM: Total $224,039. They participated in BEOG for $142,470, SEOG for $11,569, and CWS for $70,000. Eighty-five percent of CCM students participate. Funds are about 20 percent of total CCM revenues.

- MOC: Total $370,237. They participated in BEOG for $179,610, SEOG $10,627, and CWS for $180,000. Eighty-five percent of MOC students participated. Funds are about 30 percent of total MOC revenues.

Territorial Governments

Territorial governments are eligible to receive SSIG; however, the participation rate has been fairly low for several reasons.

- Federal appropriations for SSIG have been low in recent years.

- The matching rate is thought to be a discouraging factor.

- Federal funding formulas are thought to be biased against the territories.

In FY 1981, there was no appropriation for SSIG. In FY 1980, the territorial governments received very small awards totalling about $34,700.

- USVI received $11,842.

- Guam received $20,557.

- CNMI received less than $1,000.

- AS did not participate.

- TTPI received $1,513.

Trends in Territorial Participation

Territorial students and PSE instituions will continue in the future to participate in federal student financial aid programs as much as possible. However, if the proposed reductions and changes in programs are adopted, they will receive somewhat less funding than they have in the past.

- The proposed reductions in BEOG awards will hurt territorial students and institutions, but it is not likely to be devastating because the reduction is relatively small.
- Reductions in SEOG and SSIG should not affect students and institutions significantly because they have not relied on these programs much.
- The 28 percent reduction in the CWS appropriation could be the most serious. Territorial students in both the mainland and the territories and the territorial colleges themselves have relied extensively on this program. The reduction may make it more difficult or perhaps impossible for students to attend mainland colleges.
- The situation for TTPI students and institutions will change drastically with the termination of the trusteeship and the substitution of a $3 million annual scholarship fund for the six student aid programs. It is believed that the $3 million will be far less than what TTPI students currently receive. Therefore, few students will be able to attend college. TTPI PSE institutions may also be drastically affected. The extent of the impact will depend upon whether the new political entities choose to use the scholarship money to send students to CCM and MOC.
- The changes proposed in the loan programs are not likely to affect territorial students too much, since most territorial students will meet the new eligibility requirements. Territorial PSE institutions probably will not increase their very limited involvement in these programs given the record of high default rates.

7.3 Assessment

Federal student financial assistance has been of tremendous benefit to territorial students and very helpful to territorial postsecondary institutions, but it is also associated with several serious problems.

- Financial aid has made it possible for many territorial students to go to college. Most territorial students come from financially needy families, and many simply would not have been able to attend college without federal financial asssistance. The postsecondary education which they have received has contributed significantly to their economic and social well-being.

- The territories have benefitted from the increase in trained manpower. Federal assistance programs have supported the postsecondary education of many employees in the public and private sector. The government, in particular, has benefitted in the last decade from the steady flow of territorial graduates who have been trained with the support of federal financial assistance programs.

- Student financial aid has been an important source of revenues for the territorial PSE institutions. Although it accounts for less than 10 percent of total revenues in the four-year instititutions, it provides up to 48 percent in some of the small institutions. The smaller schools might not survive without this source of revenue. According to an official in one of the smaller (and financially shaky) colleges: "Without BEOG (and the other financial aid programs) the college will not survive."

- The College Work Study program gives students a valuable work experience. Many students come from non-cash economies and more relaxed cuultures. The experience of working for a salary is a valuable educational experience in itself.

- Financial aid gives students the freedom to decide for themselves where to go to college and what to study. In the words of one territorial educator: "Because the islands are so small there will always be a desire to leave here, no matter how good [the local college] is. This is very understandable and very human." Federal student financial assistance provides the means for territorial students to pursue education out of the confines of their environment, if they wish, or to attend college at their local schools. An additional benefit, from the students' persepctive is the fact that there are no strings attached to federal assistance; they can decide independently the type of education and training they want.

Despite its undisputed benefits, federal financial assistance programs have also created some problems.

- Many students are not academically or culturally prepared for college, and threfore end up wasting their education and/or dropping out. As we have noted, many territorial students lack the requisite secondary training to succeed in college without extensive remediation. But any student, regardless of academic performance, who is admitted to a college, is eligible for federal financial assistance. Problems occur as a result of the recruitment abuses and lenient admissions policies of diploma factories which are more interested in capturing federal dollars than in educating students.

- Many students do not receive training that is relevant to the territories' manpower development needs. From the perspective of the territories, the freedom of choice that federal assistance provides the students has serious drawbacks for it does not result in the most efficient match between the types of manpower that are needed and the type of training that students choose to obtain. Members of the business communities in the territories frequently complained that students attending college, especially on the mainland, returned to the territories with degrees and skills that were irrelevant and useless.

- Territories often lose trained manpower. Federal financial aid gives students the ability to go to the mainland for college, and many do not return. Although the record is mixed, many people feel that the loss of trained local manpower is something that the territories cannot afford. One educator complained: "The federal government is not doing us any favor by giving students money to go to the mainland, and they never come back. It doesn't help us to lose our best students." But countering this, many others argue that there are not enough jobs for all those being trained. Reflecting this view one legislator said: "A lot of our kids want to come back and work in Guam. But there are no jobs here. There is no point in tying up the BEOG to force kids to return, if there are not jobs. I've seen kids come back and look for months for jobs. Finally, they give up."

- Most financial aid is used to support mainland institutions, not territorial institutions. This is partly because territorial colleges charge low tuition, and partly because most students go to mainland colleges. Thus, territorial institutions lose an important source of revenue.

- Territorial students often default on federal college loans. The default rate at some of the territorial institutions has forced them to discontinue their participation in these programs and has discouraged other institutions from using the loan programs. This is partly a cultural problem because some Pacific cultures are based on sharing and lack the concepts of debt and repayment. It is also the result of the low salaries in the territories by comparison with the states; students have difficulty repaying loans.

Clearly the benefits of federal student financial aid far outstrip the problems. While some students may waste their postsecondary education because of lack of preparation and the territories may lose some trained manpower, the overall balance is overwhelmingly positive. These programs have made it possible for a multitutde of territorial students to receive postsecondary education.

Chapter 8

FEDERAL GRANTS TO TERRITORIAL GOVERNMENTS AND INSTITUTIONS

The federal government plays a significant role in supporting territorial postsecondary education through grants to territorial governments and institutions. The Department of Education offers some 50 PSE programs, 19 of which the territories participate in. This chapter first describes federal PSE programs and activities and territorial participation. It ends with an assessment of the strengths and problems of these programs.

8.1 Federal Programs and Activities

The federal government provides two broad types of support for postsecondary education in the territories: direct and indirect assistance.

- Direct and indirect assistance includes a vast array of categorical programs for states and institutions.
- Though several federal agencies administer related programs, most postsecondary education programs are under ED.
- Direct assistance from the federal government also includes special Interior funds to the territories -- funds which are sometimes earmarked for postsecondary education, such as the $600,000 earmarked last year for the College of Micronesia.
- Indirect assistance, by contrast, involves general territorial assistance administered by Interior. Because local government budgets are largely supported with these general funds, local appropriations for postsecondary education.

- Indirect federal suport is different from direct federal support in that territorial governments ultimately determine the level of these postsecondary education expenditures.

Grants and Goals

Direct and indirect federal grants for territorial postsecondary education are derived from several pieces of legislation, and thus reflect a broad range of national goals. Relevant authorizing legislation for ED programs alone includes some of the following acts:

Second Morrill Act
Higher Education Act and Amendments
Adult Education Act
Vocational Education Act
Elementary and Secondary Education Act
Career Education Incentive Act
Rehabilitation Act
Mutual Educational and Cultural Exchange Act
Housing Act
Education of the Handicapped Act

The territories are currently eligible for more than 50 postsecondary programs administered by ED, although more than half of these have not been funded in recent years. Some ED programs are designed to meet a broad range of postsecondary education goals:

- To increase access to higher education for disadvantaged groups (e.g. Architectural Barriers Removal, Upward Bound, Educational Opportunity Centers)

- To support and develop specialized postsecondary education curricula (e.g. Foreign Curriculum Consultants, Aid to Land-Grant Colleges)

- To construct or modify postsecondary education facilities (e.g. Interest Subsidy Grants and Loans for Academic Facilities, College Housing Loans)

Other ED programs are designed to meet other educational goals, but include postsecondary education as one way of meeting these goals:

- To provide basic education to persons with limited educational preparation (e.g. Adult Education)

- To provide vocational education (e.g. Vocational Education Basic Grants and Programs for the Disadvantaged)

- To add to the current body of knowledge on various subjects through research, innovation, and demonstration (e.g. Career Education Model Demonstration Program, National Adult Education and Dissemination)

- To train personnel in various fields (e.g. Guidance and Counseling, Gifted and Talented Children, Vocational Rehabilitation Personnel Training)

- To provide technical assistance to state agencies (e.g. Handicapped Regional Resource Centers)

- To strengthen elementary and secondary education through teacher training and curriculum development (e.g. Territorial Teacher Training Assistance Program, Teacher Centers)

The federal government's goals for general territorial assistance may vary, depending on whether DOI earmarks funds for PSE assistance.

- To enhance territories' economic development and self-sufficiency; to raise the standards of living for territorial citizens; and so on leaving the means open to territorial discretion

- Earmarked funds may have their own purposes: for example, to support the COM in the TTPI

Federal Agencies

Federal assistance for PSE comes from a variety of sources.

- Most frequently, PSE grants are administered by the Office of PSE in ED; a variety of programs specifically designed for PSE and mainly derived from the Higher Education Act of 1965 and its Amendments of 1968.

- Other offices with ED also administer a variety of programs affecting PSE. Many of these cover such areas as: adult and continuing education, vocational education, and training for elementary and secondary school teachers.

- Various agencies outside ED provide a diverse range of programs from such sources as the Economic Development Administration, the National Foundation on the Arts & Humanities, the National Telecommunications Agency, and the U.S. Departments of Agriculture and Energy.

- General territorial assistance is administered under DOI some portions of DOI monies are earmarked for education assistance, eg. TTPI funds for COM. But, generally DOI funds are not designated for PSE.

Flexibility for the Territories

The amount of leverage granted to the territories for meeting their own (rather than the federal government's) priorities varies according to type of federal assistance.

- Territories have the most leverage with general territorial assistance where with only a few exceptions the funds are not earmarked for PSE; they are fungible with local resources, and give the territories maximum freedom in determining the amount and type of PSE available. They can be used for scholarships or funding local institutions.
- Some leverage is possible with state-administered programs and direct grants to state agencies; they allow the territorial governments some flexibility in choosing among local or off-island PSE deliverers.
- Least flexible are the direct grants to institutions; territorial governments have virtually no direct control over how these monies are spent. Conversely, this gives territorial institutions the greatest autonomy from local governments.

Consolidation

Recent efforts were made by ED using the authority of P.L. 95-134 to consolidate all ED formula grants that were available to territorial governments and institutions.

- This was done in recognition of the unique needs and priorities of the territories; to increase their flexibility in allocating resources according to their unique needs.
- Only formula grants were included. Some relevant PSE programs, such as Voc Ed and Adult Education were involved.
- Generally, the bulk of federal PSE aid was not affected by consolidation.
- But, consolidation gives territorial governments flexibility in amount of the total formula grant award that they may choose to spend on PSE. Result is they could spend more or not use PSE formula grant funds on PSE at all. They could allocate Voc Ed and Adult Ed funds to non-PSE purposes.

Federal Activities

Providing funding is only a part of the federal government's role in providing assistance for PSE in the territories. Administering specific programs involves other activities, such as:

- Disseminating information on programs and policies
- Sending out applications
- Reviewing applications and determining awards
- Reviewing reports
- On-site monitoring
- Providing training and technical assistance through visits, conferences, and correspondence
- Evaluation
- Dissemination of reports, studies, and best practices

Federal program managers generally treat territorial agencies and institutions the same way they treat state agencies and institutions. There are, however, a some exceptions:

- A few federal officials suggested they may not apply as strict standards to applications and reports from the territories as they do to reports from states. They recognize that the territories lack the funds and expertise to write polished proposals and reports.
- Many federal program managers do not provide as much training, technical assistance, or on-site monitoring to territorial agencies and institutions as they provide to the states. They feel the travel costs are prohibitive and fear that site visits would be viewed as junkets.
- The territories have a special ombudsman in ED in the Asian and Pacific American Concerns Staff (APACS). APACS is not, however, involved in grants management or oversight.

But generally speaking, federal program activities are not modified for the territories

PLANS AND TRENDS

Federal aid for PSE is likely to decrease over the next few years. The total number of programs and money earmarked for PSE will be significantly reduced as the federal government seeks to place more of the financial responsibility for PSE on states and localities.

- Several programs are being eliminated (e.g. TTTAP, Aid to Land-Grant Colleges, library programs).

- Funding for other programs will be significantly reduced (e.g. Upward Bound, Special Services for the Disadvantaged).

- Still other programs are being replaced by a more comprehensive, consolidated program. Yet, total funds will still be reduced (e.g. Vocational and Adult Education consolidation).

- There have been changes in the eligibility requirements for Title III (Strengthening Developing Institutions), the most important PSE program for the territories. The changes are intended to target the program better on young minority colleges. However, they will prevent most of the territorial PSE institutions from participating.

And though general DOI territorial assistance is not likely to shrink, the proportion of funds available for PSE may decrease.

- DOI has announced that it will no longer bail out local governments facing deficits.

- Consequently, they will have less money for almost all their projects, including PSE.

8.2 The Territorial Response

Discussions with federal and territorial officials suggest that the territories participate in no more than one-half to two-thirds of the ED postsecondary education programs open to them. Data on territorial participation is scattered and inconsistent, but Exhibit 2 illustrates the territories' participation in 19 ED postsecondary education programs during FY 80 and FY 81. (Eighteen of these programs were also open to the states; the 19th program was designed specifically for the territories.) Although a few programs are missing from this table (such as University Community Service), the vast majority of ED postsecondary education grants received by the territories are included.

Total Awards

From the federal perspective the total PSE award to the territories seems rather small.

- The territories received over $9 million from the 18 programs open to the states during FY 80 and FY 81.

Exhibit 2

DEPARTMENT OF EDUCATION POSTSECONDARY EDUCATION ASSISTANCE TO THE U.S. TERRITORIES* FOR FY 1980 AND FY 1981

PROGRAM	USVI	GUAM	CNMI	TTPI	AS	Total to territories	Percent of total awarded to all states and territories
Postsecondary Education							
Strengthening Developing Institutions	750,000	460,000	0	0	110,000	1,320,000	.57%
Special Services for Disadvantaged Students	0	0	0	429,515	210,120	639,635	.52%
Upward Bound	379,852	0	0	0	0	379,852	.29%
Foreign Curriculum Consultants	0	22,515	0	0	0	22,515	6.96%
Aid to Land-Grant Colleges	100,000	100,000	0	0	0	200,000	3.70%
Educational Outreach	57,214	0	0	0	56,409	113,623	1.01%
Education Information Centers	50,000	50,000	50,000	50,000	50,000	250,000	8.33%
1202/3 Planning	30,396	30,396	30,132	30,396	33,132	154,452	5.15%
Veterans Cost of Instruction	0	17,422	0	0	10,593	28,015	.08%
Adult Education							
Adult Education-State Administered Program	458,784	489,440	146,344	626,902	278,530	2,000,000	1.00%

*For 19 programs.

Exhibit 2

(continued)

PROGRAM	USVI	GUAM	CNMI	TTPI	AS	Total to territories	Percent of total awarded to all states and territories
Vocational Education							
Basic Grants to States	396,879	562,321	292,869	503,874	292,869	2,048,812	.20%
Program Improvement and Special Services	92,126	130,528	68,127	116,956	68,127	475,864	.20%
Special Programs for the Disadvantaged	15,347	21,744	11,389	19,482	11,389	79,351	.20%
Consumer and Home Economics	33,378	47,290	24,769	42,370	24,769	172,576	.20%
State Planning and Evaluation	3,835	5,436	2,747	4,871	2,847	19,736	.20%
Other							
Vocational Rehabilitation Personnel Training	1,161	118,561	0	0	0	119,722	.24%
Personnel Training for the Handicapped	193,472	184,275	58,000	193,000	120,000	748,747	.76%
Career Education State Allotment	19,890	31,005	4,314	33,104	11,687	100,000	.50%
Total	2,582,334	2,270,933	688,691	2,050,470	1,280,472	8,872,900	.38%
Territorial Teacher Training Assistance Program (not open to states)	300,000	350,000	700,000	1,800,000	650,000	3,800,000	100.00%
Total	2,882,334	2,620,933	1,388,691	3,850,470	1,930,472	12,672,900	.54%

- This represented 39 percent of all the funds awarded under these programs.
- The territories received $3.8 million from a special program designed only for the territories -- the Territorial Teacher Training Assistance Program.
- If TTTAP is included, 81 percent of the $12.8 million allotted went to territorial governments.
- The remainder, 19 percent, went to territorial postsecondary institutions.

Territorial Participation

Federal program participation was not uniform across the territories. (See Exhibit 3).

- The TTPI received about 30 percent of the total amount of funds going to the territories under these programs -- the largest single share.
- If we consider the different sizes of the territories, however, we find that the CNMI received the most per capita.
- Guam and the USVI participated in the most programs.
- The CNMI participated in the fewest.

These figures must be interpreted with caution for several reasons.

- There are many programs for which participation data were not available at the time of this study.
- Any comparison between territorial and state participation should cover a much longer period of time. Figures for FY 80 and FY 81 exclude the vast amounts of federal aid received by mainland postsecondary institutions in the 1960's and early 1970's -- when many of these institutions were just developing. In addition, they miss the significant construction grants and loans awarded to UoG and CVI in the early 1970's.
- Comparisons of absolute or per capita awards may be misleading. Since many grants are based on need formulas, a territory which receives a high per capita award may be "benefitting" from a formula which takes into account its large school-age population and low education and income levels.

Exhibit 3

COMPARISON OF POSTSECONDARY EDUCATION AID FROM DEPARTMENT OF EDUCATION GRANTS ACROSS TERRITORIES*

Territorial Recipient	Total received	Percent of total received by all territories	Per capita award
Virgin Islands			
Territorial government	$ 1,607,010	12.68%	$29.4
CVI	1,275,324	10.06	
	2,882,334	22.74%	
Guam			
Territorial government	1,922,486	15.17%	
UOG	698,447	5.51	
GCC	0	0.00	
	2,620,933	20.68%	$25.0
American Samoa			
Territorial government	1,599,759	12.62%	
ASCC	330,713	2.61	
	1,930,470	15.23%	
CNMI			
Territorial government	1,388,691	10.96%	
NMCC	0	0.00	
	1,388,691	10.96%	$82.7
TTPI			
Territorial government	3,761,470	29.68%	
COM	0	0.00	
CCM	89,000	0.70	
MOC	0	0.00	
	3,850,470	30.38%	$31.90
TOTAL	$12,672,900	99.99	$59.60

*For 19 grants.

Reasons for Participation Rate

Though the territories often receive more dollars per capita under any single ED postsecondary education program than the sttes, they also participate in far fewer programs. There are several reasons for their lower participation rate.

- The territories may apply for certain grants but find their proposals rejected; they may not have met the program's requirements or may have failed to beat the competition.

- The territories may deliberately choose to not participate; they sometimes feel the program's requirements are inappropriate or burdensome, and they often feel the probability of winning is too small to justify their effort.

- The territories may be unable to participate; they may not have the personnel or expertise to write a proposal or administer a program.

- The territories may not know about all the programs which are available or they may learn about them too late to meet the deadlines for applications.

PLANS AND TRENDS

The programs that are most popular among the territories are also most likely to be cut.

- Programs which have been very useful to them face elimination or seriously reduced budgets (e.g. Special Services for Disadvantaged, Upward Bound, Aid to Land-Grant Colleges, TTTAP, EIC, 1202 Planning).

- This is because the federal government is geared to mainland colleges which are more developed and have alternative financing sources.

Territories will be in a particular bind. They want to expand to participate a broader range of programs, but as both local and federal resources shrink, insufficient resources will hinder their efforts to broaden their participation.

8.3 Assessment

Those programs in which the territories have participated have generally provided much needed and appreciated assistance for postsecondary education in the territories.

- Federal grants have helped the territories meet some important needs. Territorial officials cite many examples of programs and facilities which would not have existed without federal support. CVI and UoG benefitted enormously from federal construction assistance in the early 1970's. More recently, all the territories claim they have benefitted significantly from the TTAP and Title III programs.

- Federal program restrictions have sometimes protected PSE programs from local politics. In one territory, for example, the local government refused to release TTTAP funds for expenditures already approved by Washington. The program director in Washington wrote a stern letter to the local government and eventually the funds were released.

- Federal program requirements have often forced the territories to collect data and implement better management practices. For example, territories must try to plan and organize their programs if they are going to write good proposals. In addition, once they have received funding, the territories use the regulations as a "how to" manual to help them set up their programs. Finally, more than one territorial program manager has said that writing annual reports helps him review his program's successes and failures.

Nevertheless, the territories feel there is still significant room for improvement in federal assistance to postsecondary education.

- Territorial institutions need federal funds to support basic needs, while most federal programs are designed to be only supplemental. Unlike the states, the territories are still trying to develop an educational infrastructure. They need buildings, plans, management, faculty, and so on. But weak local economies limit the local revenues available for such large and basic needs. Territorial institutions need more development assistance -- just as mainland colleges needed help 10 to 20 years ago.

  One college dean described a federal program that "required us to do research which meant we would have had to get advanced technological equipment. But we're at the level of needing Bunsen Burners, just so we can offer chemistry." Another college official summed up the situation: "Our needs are at the bottom end, but federal programs tempt us to go toward the upper reaches. We're out of step with the U.S. educational system. It's already developed -- and we're still scratching the surface."

- Territorial institutions need funding to meet increasing demand for PSE, just as federal PSE programs are being reduced or eliminated. Unlike the states, the territories are experiencing stable or increasing enrollments in postsecondary education, yet they may have only one institution to serve students within thousands of miles. In addition, many of those programs most popular in the territories have been or will be reduced, unfunded, or eliminated (e.g. Education Outreach, TTTAP).

- Federal programs limited to only accredited institutions exclude one territory's college from participation. Ironically, NMCC in the CNMI cannot qualify for Title III funds because it is not yet developed enough to receive accreditation. But without federal development funds, it cannot improve enough to meet accreditation requirements. Three other colleges -- GCC, CCM, and MOC -- have shaky accreditation which also endangers most of their federal funding.

- Discretionary grant applications are often difficult to write and may offer only a low probability of winning. The territories do not have the personnel or expertise to write a great number of grant proposals. And where competitive award criteria are based on cost-effectiveness, the territories and their relatively young institutions may be placed at a significant disadvantage. One college official told us: "We're discouraged from even trying. We don't feel we can even compete."

- Federal program regulations may be burdensome or inappropriate. For example, federal programs usually prohibit or restrict foreign travel. But, given the territories' distance from the U.S. and proximity to other countries, it might be more practical and desirable to allow territorial officials to attend conferences on neighboring islands. Other examples of troublesome regulations include matching requirements and domestic travel restrictions.

- The territories need more training and technical assistance (T/TA) than they now receive. In particular, they need on-site T/TA that is geared to their unique needs and circumstances, but on-site T/TA is rare. They cannot simply call up Washington every time they have questions because their phone service is so expensive and unreliable. Further, territorial program managers cannot afford to travel to program conferences and workshops for T/TA; and when they can, the conferences are usually too advanced for them. "These schools are more likely to get into trouble through ignorance...and seeing them at a conference where they're one of 800 people doesn't help."

- The territories need better communications with the federal government. Federal officials expect regular mail and information flows to serve the territories as they do the states. But such flows are inadequate. For example, mail sent surface mail or 3rd class can take up to 3 months for delivery in the Pacific. RFP's often arive in the territories the week they are due in Washington. And territories also miss out on informal information flows that exist within professional organizations, associations, and consortia on the mainland. Finally, the territories sometimes feel their letters to Washington are ignored. "When I write a letter to Washington," said one college official, "I feel I'll get as much result as if I put it in the wastebasket."

- Most ED program managers on the mainland seem to know little about life in the territories. In fairness, the territories often account for such a small amount of federal work that it is not surprising to find ED managers with limited knowledge of the territories. But as a result, the territories spend a great deal of time and effort trying to explain their unique circumstances to ED officials. One program director in Washington admitted that "if the question were, 'Does anybody know the total picture of what goes on in the territories?' then the answer is 'No.' It's really terribly foreign to us."

In sum, direct federal assistance from ED has proven especially valuable to territorial postsecondary education. But the territories do not participate in as many programs as they could. And, in spite of the programs which do benefit the territories, the territories still have many basic postsecondary education needs which are not being met.